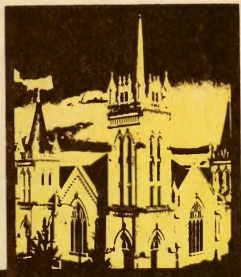


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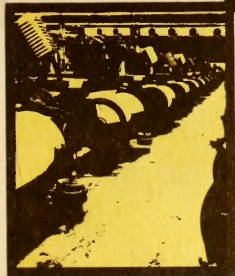
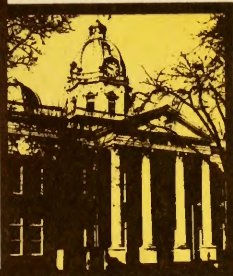
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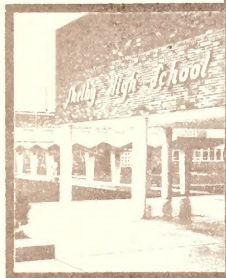


SHELBY, NORTH CAROLINA

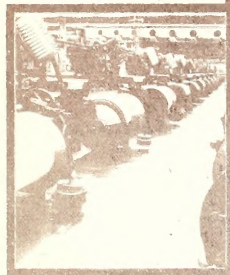
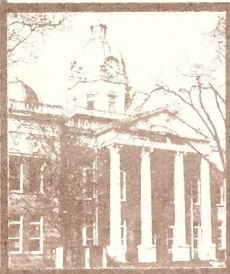


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LAND USE SURVEY & DEVELOPMENT PLAN



SHELBY, NORTH CAROLINA

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CHAPTER I

INTRODUCTION

Shelby is presently in the midst of a period of rapid growth. Although such growth is to be greatly desired it is not an unmixed blessing. If growth is improperly coordinated many of the amenities which the older citizens have built up or preserved over the years are likely to be obliterated by the heedless manner in which new developments are added. With coordinated development, which presupposes that a city knows where it is going, it is possible to relate old and new facilities in such a way as to augment the attractiveness and efficiency of the city.

Generally speaking, the people who have developed Shelby and brought it to the plateau of prosperity and prestige it now enjoys have had good taste. They have preserved the trees in most parts of town. They have utilized natural buffers between incompatible land uses to a significant degree. They have built attractive and functional public buildings and stores. In short, they have tried to provide a pleasant and healthy environment for themselves and their children. However, as with other cities, some of the land has been misused. Examples of land use problems in Shelby and its environs include slums, some of long standing and some newly created, commercial uses mixed among homes, and traffic bottlenecks and parking problems. Shelby is at a turning point in its history and development. Its future will depend largely on the vision of its leaders. Shelby can restrict its efforts to guide new development to the area within its city limits -- or it can exercise its rightful prerogative to guide certain aspects of land development within the entire urbanizing area which devolves around Shelby. This is surely the most all-pervasive policy question which Shelby faces. Its solution will require a high level of cooperation between City and County.

PURPOSE

This report is the second in a series of at least five reports which have been or will be prepared by the Division of Community Planning for the City of Shelby in behalf of its Planning and Zoning Board. The first report in the series, entitled Shelby Population and Economy was published in the early part of 1963. It covered such matters as the present characteristics of Shelby's population and the trends which it is pursuing, the present employment pattern and its likely modification, income and educational levels, housing conditions and retail sales trends. This population and economy report furnishes many of the facts and figures upon which certain of the assumptions of this land use report are made. It should also prove to be a valuable data source for local individuals. The document is not promotional in nature; its main purpose is to indicate problems of long standing which require solution. However, a warning usually generates more concerted remedial action than flattery would. To put it another way, Shelby does appear to have a sound economic base, but this does not mean that all of its people are well off.

It will be the purpose of this report to describe and analyze the present use of all the land lying within Shelby's corporate limits as well as the land situated within one mile of said limits in all directions. This one-mile perimeter constitutes the majority of Shelby's urbanizing fringe and is therefore of critical importance to Shelby in terms both of quantitative and qualitative development. After describing and analyzing the present use of land this report will discuss future land use requirements by categories of land uses. These future land use requirements will be keyed to appropriate sites within the Planning Area on Map 9. Map 9, the Land Development Plan, purports to show the pattern of development which the Planning Board and other civic leaders in Shelby would like their city to exhibit by 1980. The 1980 target date is used

because population projections and other data are keyed to that date. Then too, a shorter planning period would not allow enough time for the implementation of the various recommendations, regarding major streets and so forth, which will be made.

The Land Development Plan is not intended to be fixed and inflexible. Changing social and technological patterns will necessitate many modifications in the Land Development Plan. However, the Plan will provide a point of departure and will provide Shelby's promoters with a framework within which to fit their sundry schemes. The Plan, of course, has no legal status -- except insofar as its recommendations are adapted for use in the revision of the present zoning ordinance. Even then, changes in the nature of amendments are possible and frequently desirable.

SCOPE

The scope of this study has already been intimated in the foregoing section. It should, however, be noted here that a land use survey and development plan is an introductory type of report. It covers a lot of ground, e.g., land capability, traffic circulation, housing conditions, and business districts, but it does this with a broad brush. It cannot go into the detail which industrial site surveys, origin and destination (traffic), neighborhood conservation, and central business district studies do. These specialized studies should always be preceded by a land use survey and development plan in order that they can be woven together into the overall urban fabric. But, the general land use plan itself attempts only to sketch out the broad patterns, problems and solutions.

Shelby has contracted with the Division of Community Planning for a neighborhood analysis which will go into considerable detail on such things as housing quality and neighborhood facilities. It will be of particular use in connection

with problems like the choosing of sites for public housing and urban renewal projects. Following this study will come a community facilities plan which will analyze the City's needs in terms of public works and sanitary facilities, public safety and cultural services. This study will provide a basis for a public improvements program otherwise known as a capital budget. This capital budget will show when and how Shelby can reasonably expect to build or acquire certain facilities or items of equipment. These three studies are natural ramifications of this land use plan. Other important ramifications of the land use plan are the revised zoning ordinance, which is now in preparation, and sometime in the future a revision of the City's subdivision regulations.

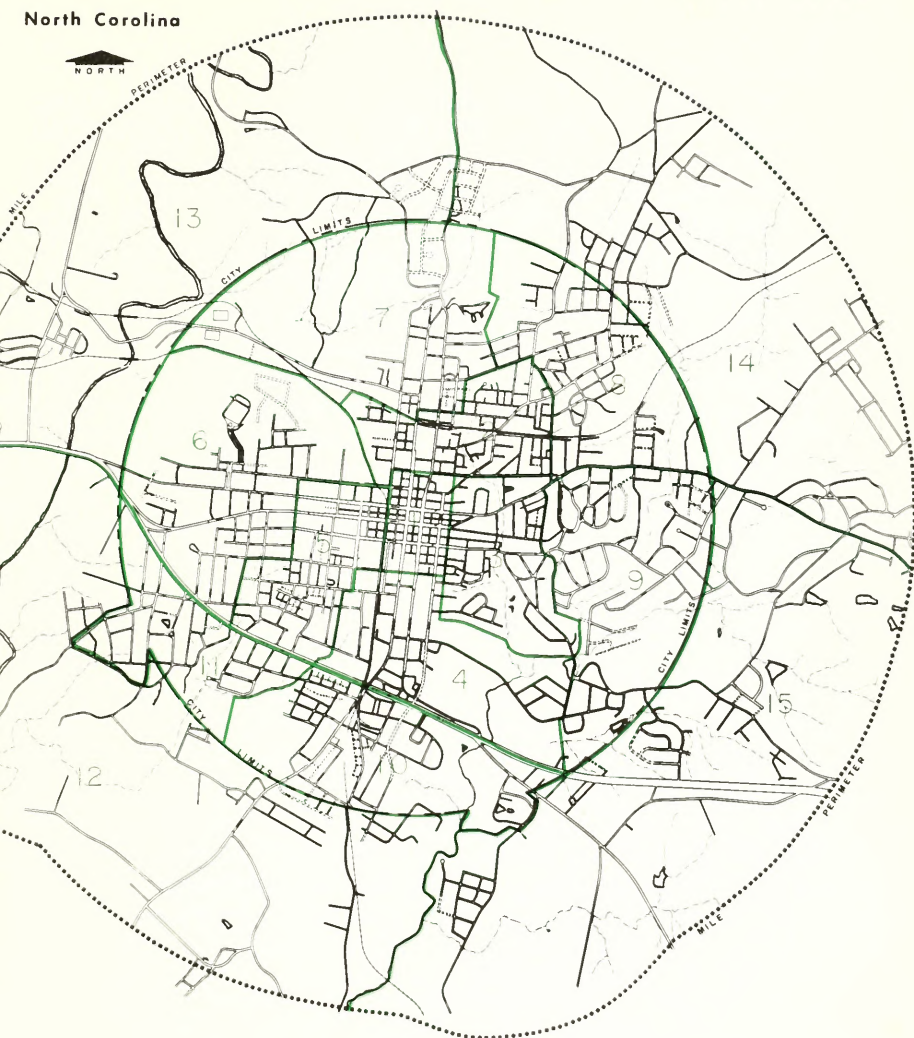
METHODOLOGY

For purposes of analysis, the City of Shelby has been divided into eleven "study areas" and its one-mile perimeter has been divided into four additional "study areas". (See Map 1). These "study areas" have no particular significance except for data-gathering purposes. They do not always represent areas of homogeneous land use. Neither do they represent discreet neighborhoods if, indeed, there is such a thing. They are, however, reasonably consistent within themselves, i.e., the blocks and tracts within each area have certain characteristics or building types in common. Land use data was collected in the field by driving over the whole area recording the use of each parcel of land on maps provided for the purpose. This data was finally assembled on a base map drawn to a scale of one inch equals 400 feet. This base map shows all streets, water courses and property lines. Once posted, the various tracts were measured by polar planimeter to give their area. The extent of each type of land use is therefore known as well as the overall percentages which could be computed from the totals. These percentages are significant mainly in terms of overall proportions of developed or vacant land.

SHELBY

North Carolina

STUDY AREAS



MAP - I

Comparison between Shelby and other cities was facilitated by converting acreage and population figures into "acres per hundred persons" indices. The indices computed for various uses within Shelby proper and the Planning Area were compared with those for several other North Carolina cities. These comparisons were useful in determining how many more acres would be needed in various land use categories assuming the population growth projected in the aforementioned Shelby Population and Economy report comes to pass. However, it is more than likely that Shelby and its Planning Area will exceed these population projections long before 1980. Assuming this to be the case, it has been decided to indicate the highest and best use for all of the land within the Planning Area rather than to specify only what land is likely to be needed by 1980 according to straight-line projections.

The final part of the study includes recommendations concerning land development policies and controls which should be invoked if Shelby is to develop according to the plan set forth in this document. In fact, failure to adopt such guidelines will thwart the overall plan. But, here again, it should be pointed out that the Planning Board has no intention or power to intimidate private developers. A city is merely an aggregation of human beings who, in the course of seeking their own aims, pool their efforts and other resources to acquire certain facilities which none (or, at best, few) of them could afford individually. Private aims and decisions, capital and building, will ever be the backbone of community development. But, the corporate community has a very real stake in all such activities and this interest can and should be protected through planning and regulatory ordinances.

CHAPTER II

BACKGROUND FACTS AND IMPRESSIONS

This chapter will cover such matters as the topography and climate of Shelby, the City's early history, its present style of life and economic base, and population trends. Most of the material for this chapter has come from A New Geography of North Carolina, Volume 2, and the report entitled Shelby Population and Economy which was published by the Division of Community Planning in early 1963.

Topography and Climate

Shelby is located in the Piedmont section of North Carolina about 20 miles west of Gastonia and 40 miles west of Charlotte. Hickory and Morganton are each 40 miles to the north and Gaffney, South Carolina, is approximately 16 miles to the south. The terrain around Shelby is basically rolling and the soil is mostly red clay. The First Broad River, into which the entire Planning Area drains, flows through the western side of the Planning Area. This river and other streams have cut fairly deep channels; hence there is little danger from flooding. The gently rolling nature of Shelby's setting gives a visual variety to the city-scape which is most refreshing. The terrain has, however, caused no really serious problems with regard to street layout. In fact, Shelby's setting is almost ideal. There is plenty of room for continued urban growth on land which is, except for its dearth of shade trees, just as desirable as that which has been built on.

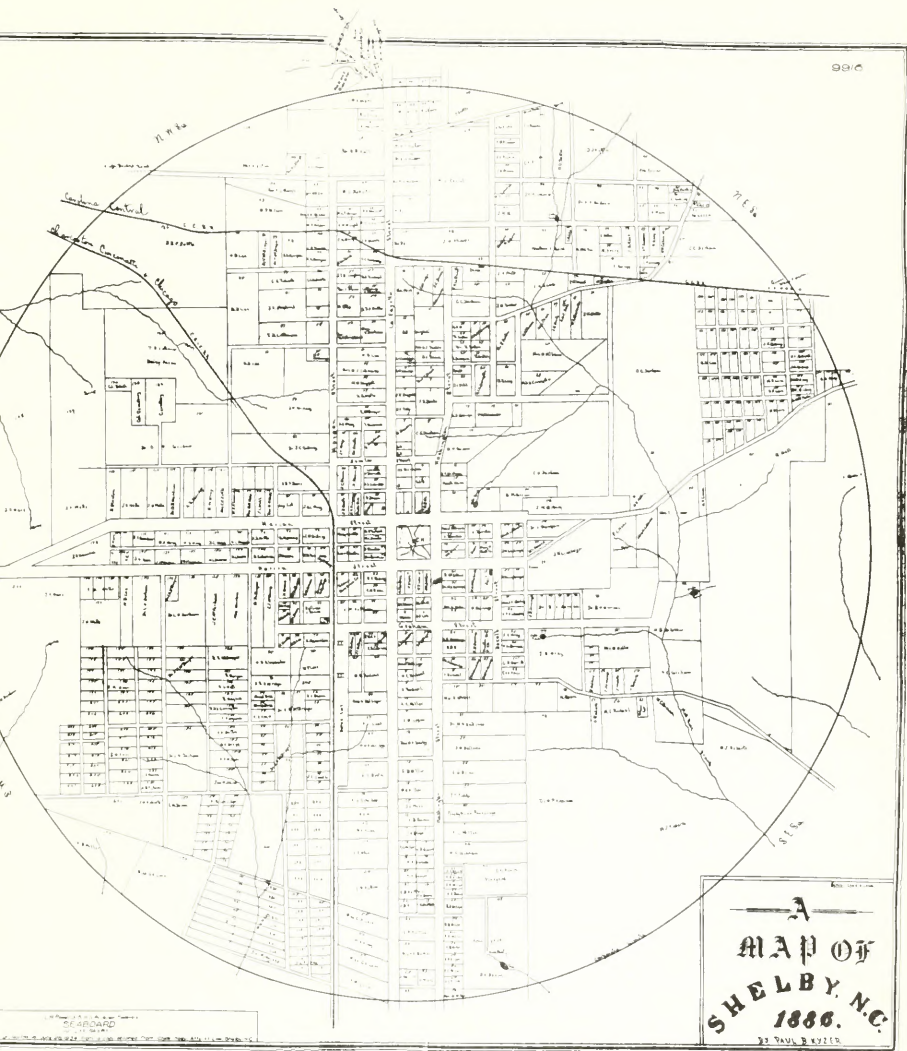
Shelby's annual mean temperature in 1961 was 56.7 degrees. The mean minimum temperature in January was 20.7, and the mean maximum temperature in July was 85.9. Total rainfall during 1961 was 53.35 inches. There is very little snow. The prevailing wind direction is out of the southwest. However, gusty winds out of the northeast are also quite common.

Early History

Shelby was founded in 1841 to serve as the county seat of Cleveland County. The original 147-acre tract comprising Shelby was donated by one James Love. The original surveying and platting of Shelby was effected by Samuel Gidney. Map 2 shows the town's 1886 layout. Two stories are current by way of explanation for the extra-wide streets which box in the Court-square. One is that Samuel Gidney on a visit to Charleston, South Carolina, was so appalled by its narrow, irregular streets that he determined to give Shelby wide, regular ones. The other story holds that some of Shelby's early boosters visited Washington, D. C., and were so favorably impressed with its wide, majestic streets that they decided to make Shelby's streets similar. At any rate, Shelby does have nice, wide streets in its downtown section and this circumstance adds distinction to its downtown core. The grid pattern which starts at the Courtsquare extends outward for anywhere from a half-mile to a full mile before giving way to curvilinear and other non-grid patterns. Shelby is more compact than many cities, but there are still some pockets of raw but buidable land which have been by-passed by development. It would be fine if a substantial amount of this by-passed land could be developed before extensive growth occurs beyond the Planning Area. However, it is important that school and park sites be reserved as growth proceeds in order that all suitable sites are not pre-empted.

Economic Base

Agriculture has always been an important activity in Cleveland County. The first cotton was planted in 1815. Cotton was "king" in Cleveland County for more than a century. The last year in which a bumper crop was harvested was 1948. Since then government acreage quotas and other factors have seriously inhibited the production of cotton and other field crops.



Agricultural employment has been drastically reduced. The only reason why the cash value of agricultural production has not declined is because of the big switch to livestock production. Dairying and poultry-raising are both significant industries in Cleveland County.

Shelby received its first railroad in 1875 -- the Seaboard. The Southern came through shortly thereafter. These railroads stimulated industrial development in Shelby -- and in neighboring Kings Mountain. In fact, both cities received their first factories (both cotton mills) in 1887. The decade 1900 to 1910 was one of significant growth in Shelby's textile industry. Slow, but continued, growth and diversification of manufacturing activities came during succeeding decades; however, this growth was not sufficient to use all of the available labor. Finally, in 1955, an aggressive industrial development program was launched which has resulted in 16 new industrial acquisitions and local plant expansions. Two of these 16 new industries are comparative giants -- Pittsburgh Plate Glass Company's new fibreglass plant and Fiber Industries' new polyester fibre plant. Other products manufactured in or near Shelby are: cotton threads and yarns, hosiery, elastic webs, plastic and wooden spools and frames, furniture, lumber specialities, machined metal components, safety equipment, concrete products, dairy products, processed poultry, and livestock feeds.

The employment picture in Shelby must be broken down by race to reveal its true character. Table 1 gives this breakdown.

It appears through further analysis of these employment figures by industry that more than one-quarter (25.7%) of the total employment in Shelby is in the textile industry. Some 1,903 out of a total employment of 7,398 Shelbians worked in this industry in 1960. The categories called "professional, technical and kindred workers", "managers, officers, and proprietors", "craftsmen" and "operatives" fall mostly within

TABLE 1 THE LABOR FORCE IN SHELBY AND SHELBY TOWNSHIP
BY RACE - 1960

	City of Shelby		Shelby Township (excl. Shelby)	
	White	Non-White	White	Non-White
Total 14 years of age and over	9,857	2,477	4,478	1,107
Civilian Labor Force:	6,168	1,666	2,622	581
Employed as a percent of those 14 years of age and over	70.0	60.2	56.0	49.6
Percent of the Civilian Labor Force	95.8	89.4	95.8	94.5
Unemployed	4.2	10.6	4.2	5.5
Professional, Technical and kindred workers	9.6	8.2	5.5	4.0
Farmers & Farm Mgrs.	0.4	0.3	4.9	5.3
Managers, Officers and Proprietors (excluding farm mgrs.)	12.2	1.6	6.8	0.7
Clerical workers	11.7	1.1	7.6	0.7
Sales workers	10.0	1.1	8.4	0.7
Craftsmen	12.2	6.7	14.5	5.5
Operatives	32.6	15.8	40.3	10.9
Private household workers	0.4	27.7	0.6	25.5
Service workers	5.1	16.8	2.6	13.8
Farm laborers	0.2	2.8	3.3	12.2
Laborers (excl. farm laborers)	3.8	15.5	3.5	14.2
Not reported	1.7	2.5	2.0	6.4

Source: Compiled by Division of Community Planning

the textile group. The second largest employment category was clerical and sales workers with 22.2% of the total employment. Service workers and laborers, the categories which are mostly made up of non-whites, utilized only 9.9% of the total employment. It will be noted that the non-white unemployment rate is twice as high as the white unemployment rate within Shelby proper, but that the rates are more nearly equal in the Township. Women out-number men in the following job categories: professional, clerical, operatives, private household workers and "others".

Style of Life

A community's style of life is reflected in its income level and distribution, its educational level, and its housing conditions. How does Shelby compare on these counts with North Carolina as a whole?

The median family income of white residents of Shelby in 1959 was \$5,235. For non-white residents it was \$2,124. Within Shelby Township the median family income of white residents was \$4,602 -- whereas that of non-white residents was \$2,033. (Incidentally, a median is a type of average which, in this case, shows that one-half of the families have an income above the median and the other one-half are below it.) It can be seen that, contrary to the pattern which prevails in many other communities, Shelby's citizens have a higher level of income than do the residents of the City's suburban fringe. Cleveland County ranked in the top one-third of North Carolina counties in median family income in 1949 and moved up to twenty-seventh place in 1959.

The median number of school years completed by residents of the City of Shelby 25 years of age and over was 10.2 years in 1960. For the Township the figure was 8.7 years, for Cleveland County, 8.6, and for the State of North Carolina, the figure was 8.9 years. The median educational level of

Shelby's residents ranks it at about the midpoint among the State's urbanized areas. However, it should be noted that the City's overall figure of 10.2 years of school completed disguises the disparity between the races. Shelby whites completed 10.9 years while non-whites completed 7.2 years. Without an eighth grade education it is pretty hard for non-whites to qualify for even those jobs which might be open to them.

Table 11 from the Shelby Population and Economy Report is extracted here because it gives an excellent picture of housing conditions in Shelby, Shelby Township (excluding Shelby), Cleveland County, and North Carolina according to the U. S. Census of Housing.

TABLE 2 SHELBY HOUSING CONDITIONS ACCORDING TO THE 1960 CENSUS

	<u>North Carolina</u>		<u>Cleveland County</u>		<u>Shelby Twp. (excl. Shelby)</u>		<u>City of Shelby</u>	
	Percent		Percent		Number	Percent	Number	Percent
All housing units:	--		--		2,230	--	5,416	--
Owner occupied	60.1		54.8		1,211	54.3	2,854	52.7
White	86.8		91.6		1,106	91.3	2,604	91.2
Non-white	13.2		8.4		105	8.7	250	8.8
Renter occupied	39.9		45.2		862	45.7	2,336	48.3
White	67.7		70.3		620	71.9	1,599	68.5
Non-white	32.3		29.7		242	28.1	737	31.5
Total units	--		--		2,230	--	5,416	--
Sound	69.8		67.8		1,559	69.9	4,085	75.4
Deteriorating	20.4		20.9		423	19.0	921	17.1
Dilapidated	9.8		11.3		248	11.1	410	7.5
Non-white housing								
Total units	20.7		--		347	--	987	--
Sound	41.2		30.7		107	30.8	410	41.5
Deteriorating	34.1		33.4		118	34.0	304	30.8
Dilapidated	24.7		35.9		122	35.2	273	27.7

It appears that the Census classified 75.4% of Shelby's housing as "sound" and 24.6% of it as "deteriorating" or "dilapidated". For the Township (excluding Shelby) the corresponding figures are 70% and 30%. Of course, the picture looks much different when the non-white housing is pulled out by itself. Some 41.5% of the non-white housing in Shelby is classified as "sound" while 58.5% of it is classified as "deteriorating" or "dilapidated". For the fringe area the corresponding figures are 30.8% and 69.2%. Fewer than 9% of the non-white-occupied homes within Shelby are owner-occupied whereas just over 91% of the white-occupied homes are owner-occupied. For the fringe area the proportions are about the same. It is obvious that Shelby has a lot of room for improvement where its non-white housing is concerned.

Population Trends

The following table shows how Shelby and Shelby Township have grown in the past; furthermore, it gives projections for 1970 and 1980.

TABLE 3 POPULATION TRENDS			
Year	Shelby	Shelby Township (excl. Shelby)	Total Shelby Township
1900	1,874	2,565	4,439
1910	3,127	3,433	6,560
1920	3,609	4,800	8,409
1930	10,789	5,447	16,236
1940	14,037	6,113	20,150
1950	15,508	7,923	23,431
1960	17,698	8,326	26,024

1970 (Projection)	19,617	7,430	27,047
1980 (Projection)	22,386	5,352	27,738

It can be seen from the foregoing table that Shelby's growth has been quite uniform except for a sizeable surge in population between 1920 and 1930. The population almost tripled during this period -- apparently with an assist from annexation. During the same period the total Township population almost doubled. The rate of population increase between 1950 and 1960 for the City of Shelby was 14.1%. This rate is slightly higher than North Carolina's 12.2% and the total Township's 11.1%. The fringe area's 5.1% and Cleveland County's 2.6% increases seem to indicate that the trend between 1950 and 1960 was toward concentration of new growth within Shelby's city limits. However, the new Pittsburgh Plate Glass and Fiber Industries plants seem to be encouraging a counter-trend. There seems to be a tendency now for considerable subdivision activity to occur outside Shelby. Because of this recent trend, the author of this report has grave doubts about the validity of the Township's projections for 1970 and 1980 shown above. It is felt that not only will the City grow by at least the amounts shown but that the fringe area will hold its own and, probably, register gains. There is no scientific or statistical basis for this prognostication so it cannot be precisely quantified. Neither has the impact of likely annexations been quantified. But, the author feels impelled to predict that the Township excluding Shelby will have at least 9,000 residents by 1970 and 10,000 by 1980. This would make the Township totals for the two years 28,617 and 32,386.

It is not enough, however, to settle on a population projection (or prediction) for the total Township. The Planning Area which has been selected for purposes of this study extends outward from Shelby for only one mile. There is a sizeable acreage lying beyond the boundaries of the Planning Area but still within the Township. The population of the Shelby fringe area (Study Areas 12-15) is estimated to be 3,740 -- or about 45% of the total Township population. This

3,740 figure was derived by multiplying the number of dwelling units counted in the area (1,100) by 3.4, the persons per dwelling unit factor given for Shelby in the 1960 Census of Housing. This makes the total Planning Area population 21,440 at present. Using the adjusted figure for total Township population for 1980 (and assuming the fringe area by then includes 55% of the Township population outside of Shelby) it can be estimated that the fringe area's 1980 population will be approximately 5,500. Population increments then are 4,686 for Shelby, 1,760 for the fringe area, and 6,446 for the entire Planning Area. The reader is referred to the aforementioned Shelby Population and Economy report for detailed information on migration patterns. It should, however, be noted here that there is a slight tendency for young white couples in the family-forming years to migrate away from Shelby to seek employment while young non-white individuals are moving into Shelby. The implications of these two trends should be carefully weighed.

CHAPTER III
EXISTING LAND USE PATTERNS AND PROBLEMS

This chapter will treat the various land uses which make up the Shelby urban fabric. It will state the quantity (i.e., acreage) in each use in round numbers and the quality of each in as objective a way as possible. In connection with this latter matter it will discuss types of uses within the larger categories and will high-light land use problems which seem to be rather commonplace.

Breakdown of Major Land Uses

For the purposes of analysis the land comprising the Shelby Planning Area has been classified according to seven major categories and sixteen sub-categories. These are as follows:

Residence	Services
Single-Family	Consumer
Two-Family	Professional
Multi-Family	Business
Social and Cultural	Production
Personal Development	Manufacturing
Health and Welfare	Manufacturing Services
	Commercial Agriculture
Business	Transportation
Retail	Streets
Wholesale	Railroads
	Other
Vacant and Farmed	

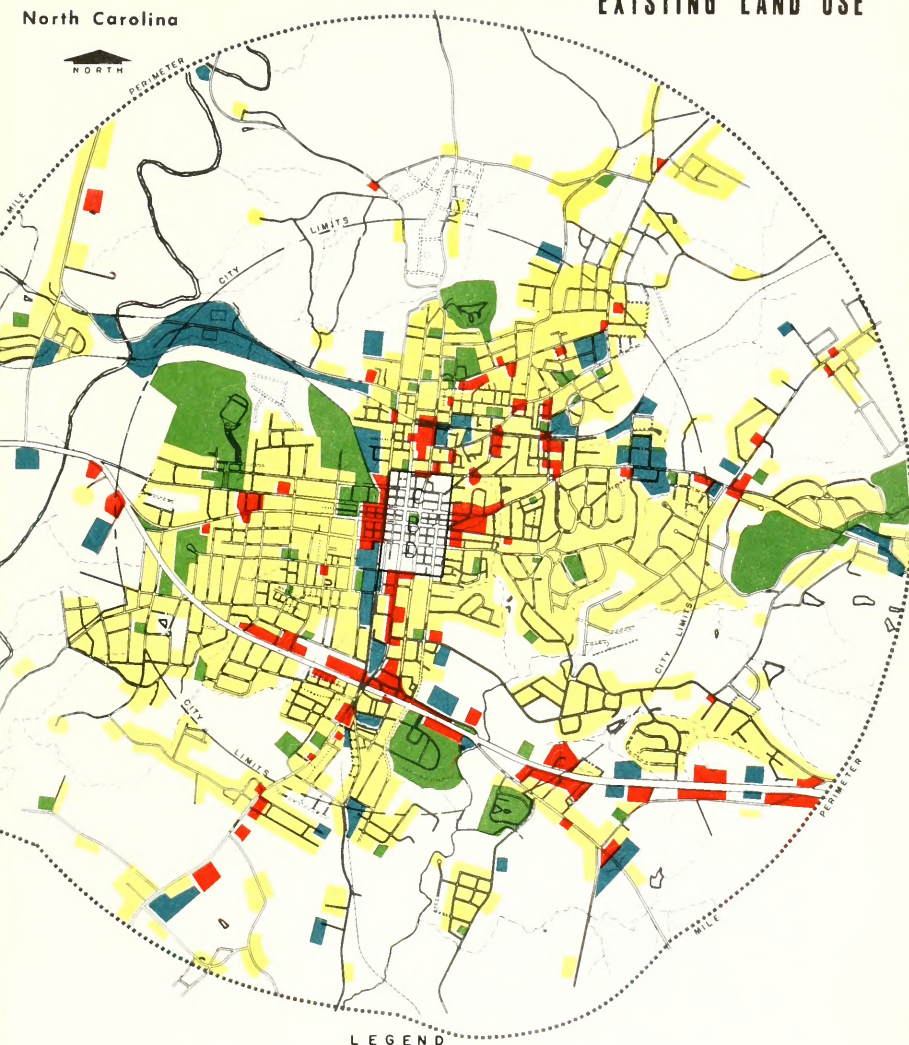
A definition and description of each land use type is included in the Appendix of this report.

Because of the extensive size of the Planning Area and the limitations of available reproduction facilities, it was impossible to represent the sub-categories on Map 3, the Existing Land Use Map, which follows this page; however, the seven broad land use categories are shown. The Business and Services categories are indistinguishable on a small scale map so they have been combined. The Transportation and "Vacant and Farmed" categories are self-evident.

SHELBY

North Carolina

GENERALIZED EXISTING LAND USE



LEGEND

- | | | | |
|---|------------|---|-----------------------|
|  | RESIDENCE |  | BUSINESS AND SERVICES |
|  | PRODUCTION |  | SOCIAL AND CULTURAL |

MAP-3

Table 9 (Appendix B) gives a detailed breakdown of the developed acreage which is devoted to various uses in each study area while Table 10 (Appendix B) gives a detailed breakdown of the percentage of each study area's developed area which is devoted to given uses. It will be noted from Table 10 (Appendix B) that the City of Shelby is 54% developed and 46% vacant or farmed. This "vacant or farmed" category includes creek bottoms and other unbuildable areas. Unbuildable areas are estimated to comprise about 15% of the total acreage within the city limits. Shelby's fringe area is 11% developed and 89% vacant or farmed, and the overall percentages for the Planning Area turn out to be 26.6 and 73.4 respectively. This means that just over one-quarter of the Planning Area's total acreage is presently devoted to urban-type uses. About 15% of the Planning Area's total acreage is considered unuseable except for drainage or park purposes.

Still, there is plenty of room for urban expansion within Shelby and its environs. It is important to recognize, however, that certain parcels of land, because of their location or other qualities, have a greater potential for certain uses than do other parcels. This principle of differential land use capabilities and requirements is basic to all physical planning. It will be an important consideration of this chapter. Before considering such questions as land capabilities and compatibility of uses it will be advisable to acquire a good picture of the present breakdown of land uses by quantity and distribution. This will be done by examining each of the major land uses, with the exception of the "vacant and farmed" category, which has already been discussed, in the light of its contribution toward the well-being and/or the problems of Shelby and vicinity. Two special land use problems, annexation and zoning will also be briefly treated at the end of the chapter.

Residence

More of the developed acreage within Shelby is used for residential purposes than for any other use. Some 1,320 acres are devoted to residential purposes (or 51.5% of the developed acreage) -- of which only 26.4 acres (just over 1%) are utilized by two-family or multi-family dwellings. Within Shelby's fringe area, 313.5 acres are devoted to residential purposes (or 34.6% of the developed fringe area) with just over one acre being taken up by two-family or multi-family dwellings. Within the entire Planning Area, 1,633.4 acres are devoted to residential uses (constituting slightly more than 47% of the total developed acreage) with only 27.5 acres (or 0.8%) being taken up by two-family or multi-family units.

TABLE 4 STRUCTURAL TYPES

Area	Single-Family	Two-Family	Multi-Family*	Mixed Uses & Garage Apartments	Trailer Houses	Total Structures
1	60	0	2	4	0	66
2	707	48	2	6	1	764
3	689	17	4	5	3	718
4	353	1	4	2	1	361
5	544	27	4	3	2	580
6	425	2	2	1	0	430
7	298	2	4	2	3	309
8	534	4	0	3	6	547
9	428	3	5	3	2	441
10	397	4	0	1	6	408
11	340	0	0	0	1	341
Total Shelby	4,775	108	27	30	25	4,965
12	348	0	0	1	21	370
13	170	0	0	2	1	173
14	239	2	0	1	9	251
15	296	2	0	2	6	306
Total Fringe	1,053	4	0	6	37	1,100
Grand Total	5,828	112	27	36	62	6,065

*Includes boarding houses and rest homes

Table 4 gives a breakdown of the residences within Shelby and its environs according to structural types. A word of explanation is in order with regard to the term "mixed uses". It refers to combined commercial-residential structures where the residence is usually above or behind the store. Shelby also has 25 bona fide "home occupations" and the fringe area has two more. "Home occupations" are occupations conducted for profit, mostly by the woman of the house, which do not conspicuously detract from the character of the neighborhood in which they are located. Incidentally, Table 4 includes 22 abandoned houses within Shelby and six more in the fringe area.

It is obvious from Table 4 that Shelby is overwhelmingly characterized by single-family detached dwellings. In fact, only 3.9% of its residential structures are of any other type. Included in this 3.9% are 25 trailer houses which are single-family residences although not of the conventional type. Considering the whole Planning Area, 4% of the residences are of other than the conventional detached single-family type. The number of trailer houses in the fringe area pulls up the percentage in spite of the lesser number of apartment houses therein.

Duplexes are most common in Areas 2, 3 and 5 where the largest non-white communities are located. They are not very common in white areas. Garage apartments are fairly evenly spread throughout Shelby and its fringe area, although they are not common enough to present either a pattern or a problem. Boarding houses are located mostly around the downtown section. There is only one rest home in town and it is non-white-occupied. Apartment houses range in size from triplexes to the Cleveland Hostl. It was difficult in some cases to determine exactly how many units there were in certain apartment or boarding houses. Hence, there is probably some understatement in the total of dwelling units involved in the 27 multi-family

structures found within Shelby. Our surveys indicated that 134 families live in the 27 apartment or boarding houses noted. Boarding houses were counted as triplexes in order to arrive at this figure. All of the apartment houses were occupied by white residents except for one eight-unit non-white row house.

As to the racial composition of Shelby's housing areas, it is apparent that the non-whites are crammed into areas which are much smaller, in proportion to their numbers, than are the whites. According to our field surveys there are 973 non-white households in Shelby, with 74 more in the fringe area, making a total of 1,047 for the Planning Area. The quality of this non-white housing will be discussed later. It will suffice here to point out that the bulk of the non-white housing is concentrated in Areas 2, 3, 8, 5, and 7 -- in that order. There are three large and five small non-white neighborhoods within Shelby and one large and one small non-white neighborhoods outside. (See Map 4). It is characteristic of these areas to be located in the cores of super-blocks, i.e., behind the housing having frontage on paved streets.

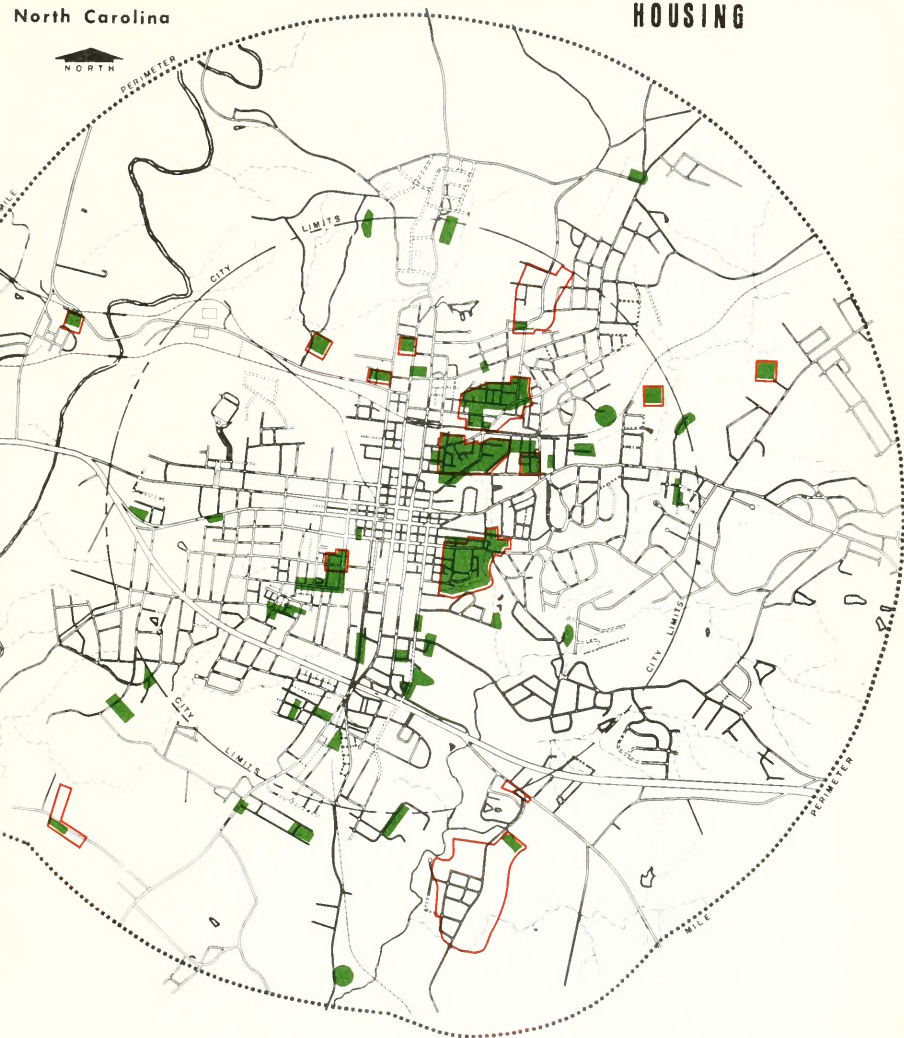
It is the cardinal principle of city planning that all city-dwellers deserve a certain amount of privacy, light and air. Hence, the matter of housing density becomes extremely important in connection with both planning and zoning. Table 5 portrays these densities on a study-area-wide basis, although it must be apparent that block-by-block computations would yield much higher densities for certain areas than the following indices indicate.

The Committee on the Hygiene of Housing of the American Public Health Association recommends that lots for single-family dwellings be no smaller than 6,000 square feet. This would permit seven families per net residential acre, or about what Area 2 already has. However, as already intimated, it is likely that parts of Area 2, along with blocks within

SHELBY

North Carolina

AREAS OF SUB-STANDARD
HOUSING



LEGEND



NON-WHITE NEIGHBORHOODS



AREAS WITH MOSTLY SUBSTANDARD HOUSING

MAP-4

TABLE 5

RESIDENTIAL DENSITIES

Area	Number of Dwelling Units	Number of Residential Acres	Dwelling Units per Residential Acre
1	62	14.17	4.37
2	812	115.44	7.03
3	747	152.91	4.88
4	369	93.92	3.92
5	620	138.33	4.50
6	449	161.50	2.78
7	329	74.12	4.43
8	549	113.63	4.83
9	472	207.17	2.27
10	412	106.64	3.86
11	341	142.07	2.40
Total Shelby	5,162	1,319.90	3.91 (av.)
12	368	101.15	3.63
13	173	42.68	4.05
14	251	78.14	3.21
15	307	91.53	3.35
Total Fringe	1,099	313.50	3.50 (av.)
Grand Total	6,261	1,633.40	3.83 (av.)

Areas 3 and 5 have much higher densities than are healthy, either in terms of mental or physical health. For multi-family areas where adequate provision is made for play and parking space, 12-15 dwelling units per acre can be allowed. The point is that no further crowding should be permitted in already congested areas. "Spot" clearance of dilapidated structures would help to alleviate health hazards in such areas.

Part of the problem with regard to over-concentrated housing areas has to do with faulty platting of lots and awkward street patterns. Where these two deficiencies occur simultaneously it is very difficult to develop, let alone maintain, decent residential areas. Another problem which afflicts many of Shelby's residential areas is the intermixture of incompatible land uses such as businesses and

industries, among homes. More will be said about this problem in connection with the "Business" and "Services" sub-headings.

The major problem which confronts Shelby with regard to its residential areas is that of structural dilapidation. The extent of this problem is manifest in the figures contained in Tables 11 and 12 (Appendix B). However, a few words of explanation are in order at this point with regard to the grading system used in arriving at these figures. All residential structures within Shelby and its one-mile perimeter were graded on the basis of a "windshield survey" made in the summer of 1962. Because of the limitations inherent in our survey method our figures do not agree with those obtained in the 1960 Census of Housing. Whereas the Census takers were able to enter homes and check such things as plumbing and heating arrangements, we were limited to an external evaluation of the quality of the homes. However, this external evaluation was more appropriate to our needs because our concern was mainly with the effect which blighted housing has on its neighborhood rather than its effect on the families living therein.

The four classifications used in grading houses were:

Conserve: this evaluation was given to above average housing which is in good condition and needs only to maintain its present status.

Minor Repair: average housing or housing which needs only minor repairs to make it a neighborhood asset was given this rating.

Major Repair: this designation was applied to housing which needs rehabilitation action to prevent its decline into a state of advanced deterioration and blight.

Dilapidated: housing which has already advanced beyond the point where rehabilitation is feasible, thereby necessitating its destruction, was given this classification.

Table 11 (Appendix B) shows the number of structures and dwelling units by study areas and by race which fall within each of the four categories described above. Table 12 (Appendix B) shows the number and percentage of standard and substandard dwelling units by race found in each study area. These percentages were obtained by combining the "conserve" and "minor repair" housing into a "standard" category and combining the "major repair" and "dilapidated" housing into a substandard category. Analysis of Table 12 (Appendix B) shows that the in-town areas with the highest number of substandard dwelling units are: 2, 3, 5, 10, 4, 8, and 7, in that order. Areas 1, 9, 6, and 11 have less than twenty substandard dwelling units. The in-town study areas with the highest percentage of substandard housing are: 2, 3, 1, 4, 10, 5 and 7 (tied) and 8, in that order. Area 9's housing is only 3% substandard, and Areas 6 and 11 enjoy a low of 1% each. The total number of substandard units is 1,320. The city-wide percentage of substandard units is 26.

Outside of Shelby's corporate limits the picture is a little bit better than it is, by and large, within the City. This is rather a novel circumstance; housing conditions are usually worse in fringe areas than they are in central cities. But, Shelby's large non-white population probably accounts for this difference. The outside study areas rank as follows with regard to numbers of substandard dwelling units: 12, 14, 15 and 13, for a total of 166 units. Percentage-wise, the order is: 12, 14, 13 and 15, for an overall fringe area figure of 15% substandard. For the entire Planning Area the total number of substandard dwelling units is 1,486, or 24% of the total housing inventory. Map 4 shows the principal areas of substandard housing within the Planning Area.

Social and Cultural

Social and cultural facilities, including schools, churches, parks, golf courses, private clubs, hospitals and medical clinics, are extremely important to the well-being of any town. Although they typically occupy less land than industrial activities, they are tremendously important as magnets in attracting new industries and citizens. A total of 312 acres are devoted to social and cultural facilities within Shelby. Areas 6 and 10 have the largest installations. These facilities take up 12.2% of the total developed acreage within the city limits. This is a rather high percentage and speaks well for the attention which Shelbians have given to these amenities. Within the fringe area, another 90 acres are given over to social and cultural uses. These 90 acres constitute almost 10% of the fringe area's developed acreage. Within the entire Planning Area, 402 acres are utilized by social and cultural uses (or 11.6% of the total developed acreage).

Problems which presently exist in relation to these facilities fall into four major categories: (1) time and distance, (2) pedestrian safety, (3) parking and (4) site size. With regard to the first-named problems, some of Shelby's schools are located in off-center locations. Washington School is a case in point. Others are located in such a way that children have to cross busy thoroughfares -- including Highway 74. Parking problems are apparent at the hospital and at the ball park. Most of Shelby's churches and private clubs have adequate parking, although there are exceptions. The best examples of inadequate site size are the Cleveland Training School and the City-County Library. In fact, the library does not have a permanent "home". There is a critical need for a new colored high school. The hospital needs remodeling as well as additions. A Community Facilities Plan, to be prepared by the Division of Community Planning, will study such needs in detail.

Business

Business land uses include both retail and wholesale outlets, but this category does not include service shops or offices because these will be discussed under the "Services" sub-heading. Business land uses occupy almost 80 acres within Shelby proper -- of which almost 11 acres are devoted to wholesale outlets. Retail and wholesale activities take up just over 3% of the developed acreage within Shelby. Within the fringe area they occupy 17 more acres and constitute slightly less than 2% of said area's developed acreage. For the entire Planning Area, the acreage figure is 97 and the percentage of developed acreage used is 2.8. These figures are in line with proportions noted in other cities.

Area 1, the Central Business District (hereafter called CBD), would logically have the heaviest concentration of retail uses, but such is not the case. It has only 13.8 acres of retail stores whereas Area 4, which includes the "strip" commercial development along South Lafayette Street and some business fronting the Bypass, has 16.8 acres. Of course, many of the businesses in Area 4 are of the secondary retail, large-lot-using type (e.g., motor companies) whereas the downtown stores are necessarily compact because of the higher land values downtown. Then too, much downtown space is taken up by service shops and offices. Areas 2, 5, and 3 also have goodly amounts of retail land use because they border the CBD. Areas 8, 10, 9, 6, 7 and 11 have comparatively few stores, but the fact that they have any shows that commercial uses are intermixed among homes to some degree. This is not lamentable where such stores are clustered so as to form small convenience goods shopping centers (e.g., Huxley Village or the one at the Warren-Rogers Street intersection); but, intermixture can be a nuisance where isolated stores with garish signs, a strewing of refuse, and inadequate off-street parking and loading space are indiscriminately spotted among homes.

The leading area for wholesale activities is Area 2, Area 4 being the only other one with a noteworthy acreage thus devoted. Shelby is not a major wholesaling center as, for instance, North Wilkesboro is. Shelby is too close to Gastonia to ever achieve eminence in this field. However, for selected commodities including drugs and certain prepared food products Shelby should be able to hold its own. Only Area 15 within the fringe area has any land which is devoted to wholesale outlets, namely 5.2 acres.

Different types of businesses have different locational requirements. Businesses which serve the whole trade area with goods which are purchased after "comparison shopping" must be located in the CBD. Map 5 gives a more detailed breakdown of CBD land use than would be possible on Map 3. Shelby has a very nice downtown shopping district, the core of which is focused on the southwest corner of Courtsquare. Most of the stores have attractive fascades and there are comparatively few vacant stores. Signs might well be smaller and less garish, but this concept will take time to sell. There are many vacancies in the upper stories of downtown buildings -- especially in the block where the Union Trust Company used to be. There is also a shortage of parking in proximity to the main retail stores. These would seem to be the main problems of Shelby's CBD.

There is a trend afoot for motor companies and service stations to move out of the CBD -- which is a good thing. This frees valuable space which can be better used for businesses which depend on walk-in traffic. There is another trend which is not as laudable as the one just mentioned; it is the tendency for "strip" commercial development to spring up on both sides of the Bypass. Somehow this ribbon commercial development must be controlled or else the Bypass will be utterly choked with traffic and another bypass will have to be built to bypass the present bypass. Where there are no marginal

SHELBY

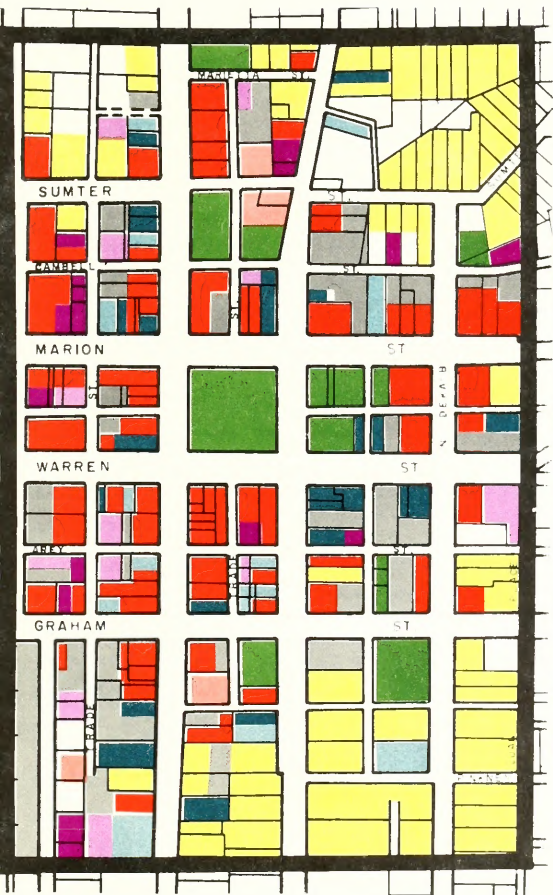
North Carolina












EXISTING LAND USE

GROUND FLOOR ONLY

C B D



LEGEND

-  RETAIL BUSINESS
-  WHOLESALE TRADE
-  PROFESSIONAL SERVICES
-  PERSONAL SERVICES
-  BUSINESS SERVICES
-  STORAGE BUILDINGS
-  PARKING AND "OTHER TRANSPORTATION"
-  PUBLIC AND SEMI-PUBLIC
-  RESIDENTIAL

access or frontage roads, an excess of turning movements result because of an excess of curb cuts. It would also be a shame if South Washington and South DeKalb Streets ever became ruined by ribbon commercial development like Lafayette Street already is. North Lafayette and North Washington Streets, between the CBD and the railroad tracks, are already so spotted with commercial development that no further residential building (and very little maintenance) can be expected. The same is true of East Warren Street between the CBD and the creek. Grover Street is also in jeopardy of additional "strip" commercial development. This phenomenon cannot and should not be completely stopped, but it can certainly be controlled for the benefit of nearby homes.

Services

As will be noted from Tables 9 and 10 (Appendix B), the "services" category is broken down into consumer, professional and business services. Consumer services, which might be called personal services, include barber and beauty shops, shoe shops, dry cleaners, restaurants, motels, amusement places, and the like. Professional services include those provided by lawyers, accountants, architects, insurance agents, realtors, banks, governmental offices, and so forth, excluding, however, medical services. Business services are mostly of a repair shop nature, e.g., garages and home appliance repair shops.

There are just over 56 acres devoted to "services" within Shelby proper, the lion's share (32 acres) being devoted to consumer services. Professional and business services each take up around 12 acres. Just over 2% of the developed acreage within Shelby is devoted to "services" land uses. The fringe area contains another 32.5 acres of service shops and offices, constituting 3.6% of said area's developed acreage. Within the entire Planning Area, 88.6 acres are occupied by service shops and offices (or 2.5% of the total developed acreage). The only interesting clusters which were noted were

professional services in Areas 1 and 4 (as might be expected) and business services in Area 9. The latter area includes the East Marion Street garage district. Consumer services are quite uniformly spread around town -- often in neighborhood shopping districts. Shelby has no cluster of motels like some towns do, but with new or improved highways to the west it is likely to need such districts.

There are no problems which are uniquely characteristic of the "services" land use category, but it is obvious that some service shops can be considerably more obnoxious than others. A garage, for instance, might have junked cars all around it whereas a TV repair shop or a small upholstery shop could be a pretty good neighbor. Offices are usually good neighbors except where insufficient off-street parking is provided.

Production

Manufacturing, manufacturing services (including warehousing and public utilities facilities), and commercial agriculture are the components of this land use category. Production activities occupy 135.6 acres within Shelby (or 5.3% of the developed acreage). The majority of these acres (namely 89.3) are devoted to manufacturing activities, with about 42 acres in manufacturing services and 4.5 acres in commercial agricultural facilities such as greenhouses. Commercial agriculture facilities are, of course, more common in the fringe area where they take up just over 12 acres (including some sale barns). Some 29 acres are devoted to manufacturing plants and 3.7 acres to manufacturing services in the fringe area. All-in-all, production uses utilize nearly 5% of the fringe area's developed acreage. For the entire Planning Area, production uses utilize 180.5 acres (or 5.2% of the total developed acreage). This is not as high a percentage as would be found in some North Carolina cities, but the inclusiveness of corporate boundaries has a lot to do with such proportions.

The main clusters of industrial plants are in Areas 8, 2, 4, 7, 10 and 5. The only significant concentration of manufacturing services is in Area 7 (mostly the City Water Works and Dump). The rather widespread distribution of industrial plants around town is both a blessing and a liability. An even distribution of journey-to-work traffic has obvious advantages. Such is possible only with a highly decentralized pattern of living and work places -- the very opposite of the old mill village. However, the scatteration of industrial plants means that more homes will have to face or border such plants. It may also create some utility service problems, e.g. where line sizes are inadequate to handle expanding demands. Shelby at present has no shortage of industrial sites, but this favorable situation will not remain so if nothing is done to preserve prime industrial sites from invasion by less valuable developments. A host of small houses and marginal businesses on, or even near, an otherwise good industrial site may well preclude its best use forever.

A critical problem with regard to the preservation of prime industrial sites in the Shelby area is the unzoned nature of the land lying between Dover Village and the Pittsburgh Plate Glass Company plant west of town. The County has invested more than \$400,000 in a 16 inch water line which runs from Shelby to said plant. The City has also laid a six inch gas line to the plant. It would be a catastrophe if so much of the frontage along these lines were built up with homes or other site-flexible uses until industries could not or would not come in to utilize the lines' full capacity. In other words, County zoning is needed along the right-of-way of these utility lines, and along Washburn Switch Road as well, to protect the County's investment and maximize the area's economic potential.

Transportation

The "Transportation" land use category includes three sub-items: streets, railroads, and "other". Under the heading of "other" transportation facilities would come such things as parking lots and taxi stands. Fully 656.4 acres are devoted to transportation facilities within Shelby proper -- constituting 25.6% of the developed acreage. It is usually considered appropriate for a predominantly built-up area to have no more than 25% of its acreage in streets. Since Shelby has only 22.2% of its developed acreage in street, it appears to be in that favored class of cities which are basically well platted. Only about 88 acres are devoted to railroads and miscellaneous transportation uses in Shelby. The picture is quite different in the fringe area. Some 407.7 acres are used for transportation purposes there, and these acres make up 45% of the developed acreage. The strung-out nature of development along radials leading out of town is basically responsible for this difference in proportions. In fact, streets alone take up more land than residences in the fringe area. For the entire Planning Area the figures are 1,064 acres and 30.7%.

It can be seen that transportation is, next to residence, the largest land use, both within Shelby and within the Planning Area. Since streets must be maintained at public expense, it is very important that they are adequate for the demands made on them and yet that they not monopolize more land than they really need. This matter of using too much land is related to platting patterns more so than to right-of-way widths. It is certainly important that rights-of-way and pavement widths be adequate along those routes where experience or surveys indicate a heavy present or potential demand. This brings us to a consideration of just where these comparatively high volume routes lie.

In order to understand how Shelby's existing major street system operates it will be necessary to define a few terms. The components of any major street system are these:

- A. Radial streets -- which carry traffic to and from the CBD and outlying areas.
This is an important traffic movement.
- B. Crosstown streets -- which carry traffic along the border of the CBD as it moves from origins beyond the CBD on one side to destinations beyond it on the other side.
- C. The Loop or Circumferential system -- which carries traffic between suburban areas of the city without its having to go through or by the CBD where it would interfere with central area traffic. Larger cities usually have inner and outer loops.
- D. Bypasses -- which carry traffic around or through the urban area on limited access highways thereby relieving the city's streets of through traffic which has no reason to stop in the city.
- E. Service or frontage roads -- which serve development along bypasses and other extremely busy thoroughfares by permitting access without allowing a multitude of curb cuts.
- F. Residential collectors -- which funnel traffic from minor residential streets to the major streets described above.

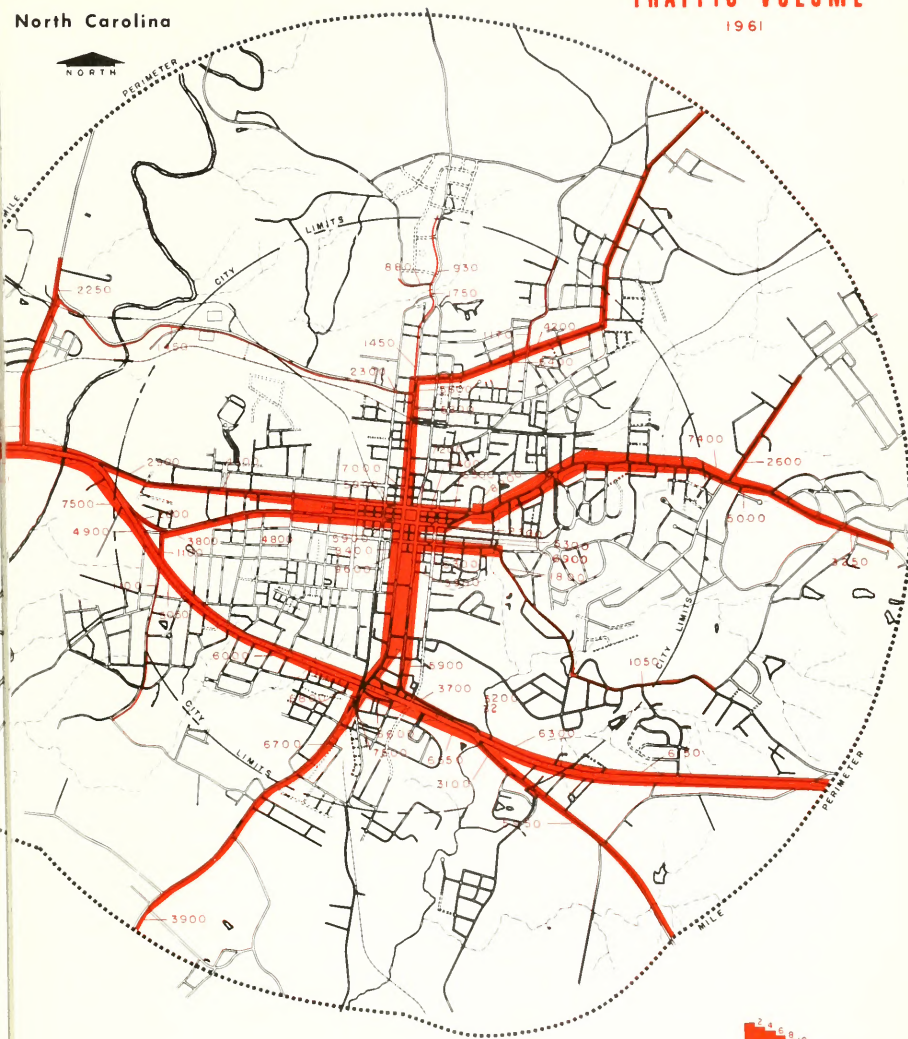
Map 6 shows average daily traffic volumes for Shelby and vicinity in 1961, the last year for which such data is available.

Shelby's radial streets (reading clockwise) include: North Morgan, Lafayette and Washington Streets (including their extensions, Metcalf Road and Lee Street to the northwest and Grover Street to the northeast); Buffalo Street and Fallston Road; Carolina Avenue and Fredrick Street; East Suttle and East Marion Streets (including their extension, N. C. 150); East Warren and East Graham Streets and the

SHELBY

North Carolina

AVERAGE DAILY
TRAFFIC VOLUME
1961



2 4 6 8 10
CARS IN THOUSANDS

MAP-6

latter's extensions, King's Road and Forest Hills Drive; South DeKalb Street (as well as its southeasterly branch, Gidney Street); South Washington Street and Earl Road; South Morgan and South Lafayette Streets; Lackey Drive; West Elm Street and Wesson Road; West Graham, Warren, Marion and Sumter Streets, connecting as Warren and Marion do with U. S. 74 Bypass.

Shelby has few crosstown streets, as distinct from radials or loop routes, unless you count those portions of a potential crosstown or inner loop system which are already in place. Among such streets would be: Lee and Grover Street, and a portion of Fallston Road (already mentioned as radials); Poston Street; a portion of Gidney Street plus West Elm Street; and Thompson and Ware Streets. Elements of a good outer loop route are already in place. They include: S. R. 1827 between Metcalf Road and Airport Road; Country Club Road between U. S. 74A and King's Road; Grove Street and a portion of S. R. 1102; Cameron Street, Dellinger Road, and Charles Road; and S. R. 1300 between U. S. 74 West and Lee Street Extension.

Shelby's U. S. 74 Bypass is being dual-laned so that it will carry two moving lanes of traffic each way. This will expedite circulation for the town in general and the western end of town in particular. It is unfortunate that the entire frontage of this highway as it passes through the urban area will not have controlled access. But, at least the eastern portion of U. S. 74 (from about Grove Street on to the Planning Area boundary) is furnished with service roads. These roads will help to preserve its traffic-carrying capacity.

It will not be practical to list all of Shelby's residential collectors. Among the more important ones are: Lineberger Street and Belvedere Avenue; Crawford and Vale Streets; Peach Street; East Main Street; Broad Street; Gardner and Blanton Streets; and Gold and Whisnant Streets.

There are numerous places around Shelby where circulation or traffic problems are in evidence. Among bottlenecks are:

- A. The northern and western borders of the CBD core. Both Morgan and Sumter Streets need immediate removal of on-street parking and loading and eventual widening to match the efficiency of Graham and DeKalb Streets as elements in the CBD loop.
- B. The DeKalb-Sumter Street, Sumter-Suttle Street-Carolina Avenue, and Suttle-Marion-Lineberger Street-Belvedere Avenue intersections. These three intersections need larger radii and efficient channelization, and the intervening stretches of street need to be widened to make this route an attractive alternate to Marion Street and to alleviate the dangerous nature of these intersections.
- C. Lee Street between Morgan and Lafayette Streets and Lafayette Street between Hudson and Grover Streets. There is a tremendous bottleneck in this area because of the two turns which east-west traffic must make to get from Grover Street to Lee Street and vice-versa. These turns, coupled with normal north-south traffic on Lafayette Street (much of it going to the hospital) make this area congested.
- D. Gidney Street and McGowan Road. McGowan Road badly needs an outlet to U. S. 74. There is presently no way for people living in the south-eastern part of Shelby to get to the Bypass without going clear in to DeKalb Street and following it down to the Bypass or going out King's Road to East Main Street and following it down. Gidney Street needs to be publicly dedicated and improved because it is one of only two radial streets serving a rapidly developing part of town.
- E. Poston Street (inner loop). There is a definite need for a circumferential route around or through the eastern side of town. The logical alignment would extend Fallston Road southward to Poston Street and along it to Forest Hill Road, thence connecting with Windsor Drive and along it to and across King's Road, eventually connecting with Gidney Street. This would not only permit circulation between northeast and southeast Shelby, it would give Windsor Acres better access for fire engines.

- F. South DeKalb and Cameron Streets. Now that DeKalb Street has been extended southward to Farris Street it would be useful to tie DeKalb in with South Morgan and Cameron Streets. This would help to relieve congestion at the South Morgan-South Lafayette-Broad Street intersection and nearby access points to Highway 74 between said intersection and DeKalb Streets.
- G. Broad Street and the Westside Development. There is no way at present for a person to get from the South Shelby neighborhood to the Westside Development without using the Bypass all or part of the way. A person can take Broad Street as far west as Hampton Street where he has to turn up to the Bypass from whence he has to turn onto Lackey Drive Extension and wind his way along its partially paved alignment to his destination. In other words, there should be a link between Hampton Street and Mark Street.
- H. Thompson Street (inner loop). A circumferential route on the western side of town about one-half mile from the Courtsquare is needed. This could be accomplished by extending Hampton Street northward to Thompson Street, thence along Ware Street and an extension thereof to the Lee Street-Hendrick Road intersection.
- I. Bypass of Dover and Ora Villages. Journey-to-work traffic from Shelby's north-side bound for the Pittsburgh Plate Glass Company plant presently has to weave through the middle of these mill villages or else follow a new road which leaves N. C. 226 at a point one mile north of Dover Village. A short-cut paralleling the railroad tracks on one side or the other would seem appropriate.
- J. Streets within non-white slums. Most of the streets serving Shelby's non-white slums are not only unpaved but extremely primitive. However, it would be unwise for the City to improve many of them because of the possibility that the entire superblocks which they serve can be cleared and replatted under the aegis of public housing or urban renewal or both.

As a matter of interest (somewhat related to slum areas), Powell Bill Street data for the year 1963 will be inserted at this point. The City of Shelby maintained 5.48 miles of unsurfaced streets in 1963, 4.2 miles of soil or gravel streets, and 59.5 miles of conforming paved streets. The total mileage of city-maintained conforming streets was, therefore, 69.18. There was also 0.73 mile of non-conforming paved street. An additional 19.48 miles of paved streets (22% of the total paved) were maintained by the State during 1963. In other words, total street mileage was 89.5, of which almost 90% was paved. This is very commendable, although much improvement will eventually be mandatory in slum areas.

Railroads are no great problem in Shelby, although there are numerous grade crossings. Shelby is not on the mainline of either the Southern or the Seaboard Railroads. Hence, the grade crossings which must be negotiated in connection with most east-west and north-south traffic in Shelby are not terribly dangerous.

Special Land Use Problems

The following special land use problems will be treated here: (1) annexation and (2) zoning. These two problems are general in nature, i.e., they affect lands which accommodate a variety of uses.

Annexation

Shelby already has fairly inclusive city limits. In fact, Shelby's corporate limits embrace a larger proportion of the built-up areas appertaining to the City than do the corporate limits of most cities. Shelby's corporate limits extend outward from the Courthouse in a circle having a radius of one and one-half miles. Recently, two small "ears" have been added to the south side of the City. They consist of the Holly Oak Park property and the bulk of the residential development along Lackey Street and Wesson Road. Now that the mile-and-a-half circle has been breached in two places there should be no

aesthetic qualms about extending the city limits in other areas. Fiscal qualms would, of course, be another matter. Chapter VI will discuss the areas which are the likeliest candidates for annexation within, say, the next seven years.

Zoning

Zoning can have a substantial and a very benign influence on development patterns. Whether or not it actually exerts this influence in a given town depends on the fitness of the ordinance and the adroitness of its administration. Shelby's present zoning ordinance was adopted on February 22, 1954. It was a revision of the original Shelby zoning ordinance which was adopted on May 19, 1947. The present ordinance has done a great deal to forestall undesirable uses of land and has prevented further concentration in certain areas. The ordinance has been well administered and is well accepted by the people of Shelby. However, the ordinance is getting somewhat out of date. A sampling of the shortcomings of the present zoning follows:

- a. It is not based on a comprehensive plan although such is required by G. S. 160, Article 14.
- b. It has not been extended or applied to Shelby's one-mile perimeter -- which is permissible according to G. S. 160, Article 14.
- c. There are too few districts to allow for proper segregation of uses according to their functional requirements.
- d. Incomplete listing of permitted uses and applicable development standards (e.g., group developments, buffers, signs, etc.) in residential and commercial districts.
- e. Inadequate off-street parking requirements and no off-street loading or intersection sight distance requirements.
- f. Over-emphasis on height limitations -- as if over-shadowing were a significant possibility.
- g. Exceptions and modifications are repeated under each district instead of being mentioned in one place once and for all.

- h. Sections 12 through 21 are out of sequence; they do not help a person perceive the steps he must go through to obtain a building or occupancy permit, a variance or amendment.
- i. The duties and findings of the Zoning Board of Adjustment are not set forth very clearly.
- j. There is entirely too much land zoned for industrial use and perhaps too much zoned for business use. Some 885 acres are zoned for industrial use, but only 204.3 acres (counting all railroad right-of-way acreage and commercial agriculture facilities) are used for industry. The ratio then is more than 4 to 1. Some 300 acres are zoned for business, but only 155 acres (counting "other" transportation) is used for business purposes at the present time. The ratio here is almost 2 to 1, which allows a liberal range of choice among sites for new facilities. This ratio may be justified.

CHAPTER IV

FUTURE LAND USE REQUIREMENTS

The determination of future land use requirements can be approached in many ways. One of the simpler and more direct ways to arrive at these acreage needs is by use of the "acres per 100 persons" technique. It consists of dividing the latest census or estimated population figure for the subject area into the number of acres presently devoted to each of the major land uses. After comparing Shelby's "acres per 100 persons" factors with those computed for the entire Planning Area and with averages computed for a group of cities which are comparable in size to Shelby, it was possible to assign adjusted factors to Shelby which reflect, in a rough way, the quantity of land which projected population increments will cause to be developed. In other words, the various factors times the number of hundreds of new citizens expected yields the amount of additional land which will most likely be in demand for development. But, this method considers only those land use needs which will result from population growth. A kindred matter would be land use needs resulting from existing deficiencies. Every city has deficiencies in school and park sites and substandard housing in unsuitable locations. The alleviation of these problems will require acreage above and beyond that developed because of population growth.

Comparison of Shelby with Other Cities

Table 6 compares the City of Shelby and the Shelby Planning Area with five other North Carolina cities. The figures in the table have been previously rounded off to one decimal place for the five eastern North Carolina cities. It will be noted that there is some variance in the names and grouping of the different land uses shown on Table 6 and those discussed in Chapter III. This was done to facilitate comparability between Shelby and the other five North Carolina cities.

TABLE 6

ACRES PER 100 PERSONS

City & Population	Streets & Roads	Industrial (incl. RR's)	Commercial (incl. Svcs.)	Residen- tial	Public & Semi- Public
City of Shelby (17,698)	3.71	0.77	0.76	7.46	1.76
Shelby Planning Area (21,440 est.)	4.96	0.84	0.86	7.62	1.88
Wilson (27,275)	3.30	0.50	0.60	5.10	1.00
Kinston (24,648)	2.70	0.10	0.80	5.10	0.40
Elizabeth City (13,805)	4.90	0.20	0.60	4.90	1.40
Jacksonville (13,411)	3.40	0.20	0.90	7.90	0.80
Roanoke Rapids (13,320)	2.20	3.00	0.50	7.20	1.30
Average for Five Cities	3.30	0.80	0.70	6.00	1.00

It can be seen from the above table that Shelby is above average in street acreage. However, it not as high as Elizabeth City. It is felt that for Shelby and its environs a factor of 4 acres per 100 persons would provide enough land for transportation uses. Obviously, some development will occur along existing streets. New streets will be predominantly of the minor street variety rather than major connectors.

Where land for production purposes is concerned it appears that Shelby is very near the average. It also appears that the average, or 0.8 acres per 100 persons, will be an adequate factor since the bulk of Shelby's industrial development is likely to go beyond the Planning Area anyway. There is, of course, a tendency all over the country for factories to occupy more space than formerly. Instead of being constructed vertically, modern factories spread out horizontally. They also require much more parking space than formerly. For these reasons industrial sites may require more acreage than the figures on page 40 indicate.

Business and Services activities have been grouped together because they are obviously related. Shelby is above average in its commercial acreage per 100 inhabitants. Shelby is bound to benefit from the re-distribution of population from rural to urban areas within Cleveland County which is in process. Although the County as a whole will probably not gain much in population within the planning period, Shelby and environs are going to be able to support additional stores, offices, and service shops. It is assumed that these new facilities will require at least the same number of acres per 100 persons, say 0.75, as present facilities do.

Shelby seems to have a lower density of residential development than the other cities with which it was compared. Therefore, it seems more logical to plan for a continuation of the prevailing density rather than to assume that a rash of apartment houses or other high-density facilities will change the pattern. (Elizabeth City's low figure, 4.9, is due mainly to the sizeable quantity of multiple-family dwellings in that city.) A factor of 7.5 has been selected to represent residential acres needed for 100 new citizens.

Shelby is considerably above average in acreage devoted to social and cultural facilities. This is a very healthy and desirable condition. However, it should be recognized that certain facilities will not need to be duplicated unless population growth exceeds the population projections by some ways. For instance, additional cemeteries, hospitals, and golf courses may not be required although additional playground, elementary school and church sites surely will be. A factor of 1.5 has been settled on here because it is felt that Shelby will want to match its pace of growth with a high level of social and cultural facilities.

Table 7 shows crude future land use estimates for Shelby and for the entire Planning Area using the population increments discussed in Chapter II and the acres per 100 persons factors explained above.

TABLE 7

FUTURE LAND USE ESTIMATES

	For the City (4,700 Increment)		For the Planning Area (6,450 Increment)	
	Computed	Rounded	Computed	Rounded
Streets & Roads	188.0	190	258.0	260
Industry	37.6	40	51.6	60
Commerce	35.3	35	48.4	50
Residence	352.5	365	483.8	495
Social & Cultural	70.5	70	96.8	95
Total	683.9 Acres	700 Acres	938.6 Acres	960 Acres

Land Use Deficiencies

The computation of land use deficiencies is a rather tricky business because it involves assumptions which time alone can bear out. It can, however, be assumed with some degree of safety that Shelby has no deficiency in overall street acreage. True, some additional links will eventually be needed to make the major street plan fully operative. But, these road acreage additions will, in many cases, be tied in with new growth, not remedial action. Neither does Shelby have a deficit of industrial or commercial acreage. Our primary concern here will be with substandard housing and inadequate school and park sites.

There are 210 dilapidated residential structures in Shelby proper and 48 within the fringe area. The 210 in-town structures house 205 families (since a few of the houses are already abandoned and others are duplexes). All but six of the 48 fringe area houses are still occupied. It is assumed that all of these dilapidated structures will be razed before 1980. At a density of seven dwelling units per acre within town and two outside, it would take about 30 acres to relocate the in-town shack-dwellers and 21 acres to relocate the fringe area unfortunates. However, it is likely that some of these families can be relocated in structures rebuilt on the same sites on which

their present houses are situated. For statistical purposes let us say that one-half of the shack-dwellers can be re-housed on the same site whereas the other one-half must go elsewhere because of street construction projects, commercial invasion or other re-uses of the land. This would mean that 15 additional acres within town and 10 outside would be needed. It should be noted at this point that these estimates do not take into account the possibility that certain run-down areas will be cleared and re-developed for public housing. If this be the case, densities higher than seven dwelling units per acre would be utilized.

Shelby also has 1,052 residential structures which received a "major repair" classification. These structures house 1,115 families. Another 121 structures requiring major repairs are found within the fringe area; they house 122 families. It is assumed that at least one-third of these "major repair"-type residential structures will be razed before 1980. This would seem to be a reasonable estimate considering how fast Shelby is growing and the fact that even some houses which are in good condition will have to be torn down or moved in order to make way for new streets or business buildings. One-third of the 1,052 in-town "major repair"-type structures would be 350; and if one-half of these 350 could be rebuilt on the same site there would still be a need for additional space for 175 dwelling units. At a density of seven per acre, 25 additional acres would be needed. One-third of the fringe area specimens would be 40; and if one-half of these 40 could be rebuilt on the same site there would be a need for additional space for 20 dwelling units. At a density of two per acre, ten additional acres would be needed. All totaled, if these assumptions are correct, 60 additional acres will be needed to accommodate families relocated from Shelby's substandard housing.

Shelby's present school enrollments and site sizes are compared in Table 8 with recognized standards (which are explained in Chapter V) in order to determine apparent deficiencies.

TABLE 8

SCHOOL SITE DEFICIENCIES

Name of Facility	Oct. 1963 Enrollment	1963 Acreage	Acreage Required	Apparent Deficiency
Shelby Senior High	893	57.0	22.0	None
Shelby Junior High	943	6.43	22.0	15.57
Graham School	514	24.63	12.0	None
Marion School	423	7.0	12.0	5.0
Morgan School	301	4.0	10.0	6.0
Oak School	301	3.0	10.0	7.0
Washington School)	398	4.6	10.0	5.4
Jefferson School)				
Cleveland Training: (Colored) High)	243	3.2	26.0	22.8
Elem.)	663			
Hunter Street School	312	1.8	10.0	8.2
Total	4,991	111.66A.	134.0A.	69.97A.

What do the figures in the foregoing table mean? Firstly, they mean that Shelby has done a pretty fair job of setting aside land for schools for its white students but a hopelessly poor job of setting aside land for schools for its non-white students. The new senior high school is on a very adequate site, some of which is, however, unuseable for school-related activities. The Junior High School site, even counting the nearby ballpark, is woefully inadequate for the student load which it carries. Consolidation of the blocks in which it lies would help. The Graham School site is more than adequate, but the Marion, Morgan, Oak, Jefferson and Washington Schools occupy cramped quarters. Furthermore, the latter four of these schools are relatively old. It will be noted that Cleveland Training School is terribly crowded; it is, in fact, eight times as crowded as it should be. Substandard rooms, including trailers and halls, are being used as classrooms. Hunter School is also crowded in terms of play space, although the building is new. The total deficiency would appear to be 70 acres, and this does not take into consideration the possibility of new elementary schools being built as further growth brings a demand for them. Possible sites for these future

schools will not be suggested in this report since the upcoming Community Facilities Plan will go into considerable detail on this matter.

Shelby proper has about 154 acres in parks and playgrounds. This acreage is distributed thusly: City Park (white) - 107 acres; Holly Oak Park (non-white) - 23 acres; Northlake Club (private) - 18 acres; Optimist Club Ballpark - 4 acres; and the two Esther Mill Village parks - 2 acres. According to the National Recreation Association a city should have one acre devoted to recreation per 100 inhabitants. Hence, it appears that Shelby has a deficit of about 23 acres. However, if school-related facilities were counted there would be no deficit. This is not bad at all for a town of Shelby's size. It means that Shelby is doing a great deal to provide its citizens, of both races, with adequate and varied public and semi-public recreation facilities. It will be noted, though, that the smaller parks are semi-public or private in nature and are therefore not open to everyone's use. This restriction applies especially to the Northlake Club, but is applicable as well to the Esther Mill Village playgrounds and the Optimist Club Ballpark because of their neighborhood-serving character.

Prime Development Areas

What then are the total acreage figures which will reflect how much additional land is likely to be needed for various urban-type uses by 1980? In order to arrive at these totals we must add the future land use estimates shown in Table 10 to the deficiency acreages just mentioned. For Shelby proper the breakdown appears thusly:

	<u>For Growth</u>	<u>Deficiencies</u>
Streets and Roads	190 Acres	None
Industry	40 Acres	None
Commerce	35 Acres	None
Residence	365 Acres	40
Social and Cultural	<u>70 Acres</u>	<u>93</u>
	700 Acres +	133 = 833 A.

For the total Planning Area the breakdown would look like this:

Streets and Roads	260 Acres	None
Industry	60 Acres	None
Commerce	50 Acres	None
Residence	495 Acres	60
Social and Cultural	<u>95 Acres</u>	<u>93</u>
	960 Acres +	153 = 1,113 A.

How do these future land use estimates compare with the amount of land which is presently undeveloped both within Shelby and the overall Planning Area? The 833 acres may be compared against the 2,185.5 acres of undeveloped land within Shelby, of which approximately 85% (or 1,858 acres) is considered buildable. Hence, there is more than twice as much land (or 233%) available for development as is likely to be developed by 1980. The 1,113 acres may be compared against the 9,550 acres of undeveloped land within the entire Planning Area, of which about 8,116.3 acres are considered buildable. In other words, there is more than seven times (736%) as much land available for development in the Planning Area as there is likely to be any demand for. However, since it is impossible to predict exactly which 1,113 acres will be developed, no attempt has been made to correlate the size of the different colored blobs on the Land Development Plan with future land use estimates. It is deemed more sensible to show the highest and best use of all the land within the Planning Area, just in case new growth out-paces the projections. This has been done on Map 9.

In view of the fact that only a modest amount of the raw land within the Planning Area and less than one-half of the raw land with Shelby will undergo urban development by 1980, it might be useful to describe the prime development areas. Map 7 shows the areas around Shelby which are the most likely places for certain types of development to go. These judgments are based on the lay of the land (i.e., terrain, soil and drainage), the availability (present or potential) of public water and sewerage, proximity factors and access. It will be noted from Map 7 that no attempt has been made to skirt around or exclude all existing development. However, most of the areas outlined on the map are predominantly open. In most cases the areas designated for low-density residential development are presently held in large tracts by a small number of owners. In other cases prime residential areas are already subdivided by are only spottily built up.

It will be noted that a cordon line has been drawn around Shelby to indicate the outer limits of actual or easily extendable water service. The extent of sanitary sewer service outside the City is not shown on the map because it goes beyond the corporate limits in very few places, the most notable examples being the Spangler (East Main Street) Development and the Blanton Development (along both sides of Fallston Road).

Possible public housing sites and appropriate multi-family and/or office areas are shown on Map 7 although they involve mostly built-up areas. These areas involve on the one hand low grade structures which should be cleared away to make way for healthier neighborhoods and on the other hand large, old homes which have become well nigh obsolete for single-family use.

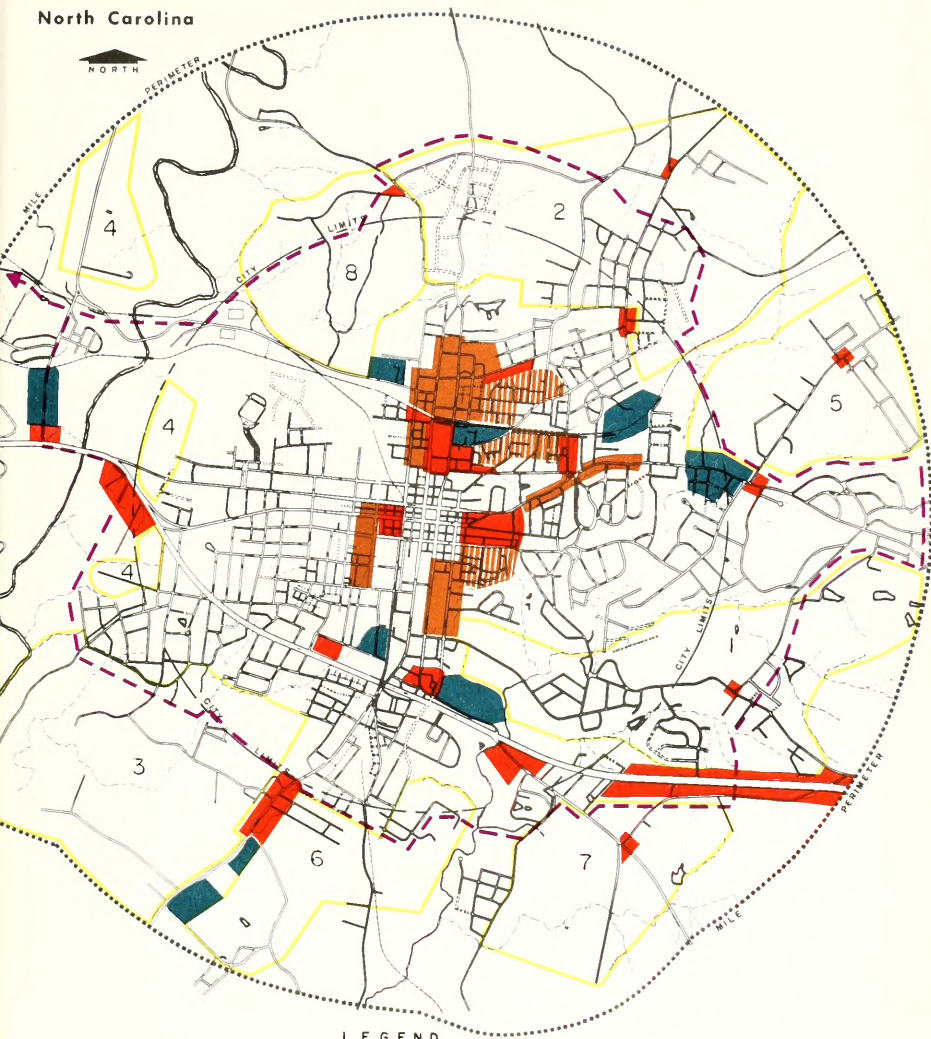
The small red blobs in the numbered growth areas on the right side of the map represent neighborhood shopping centers. The other red blobs are either highway or general business districts. Very little industrial development is indicated on the map because it is expected that most of it will go to the west of the Planning Area.

The numbers in the various low-density residential areas are meant to represent in a rough way the relative desirability of the different areas in terms both of timing and magnitude of development. Areas 1, 2 and 3 are by all odds the most promising areas or directions for new residential growth. They should embrace at least one-half of the Planning Area's new housing starts between now and 1980. Area 4, the Westside Shelby Area with its three sections, will probably undergo full development by 1970. Areas 5 thru 8 will be slower to develop. There will, of course, be some population growth in each of these areas (except maybe Area 8) contemporaneously with what occurs in the first four areas. However, the full development of these second magnitude areas will have to await the extension of streets or utilities or both.

SHELBY

North Carolina

PRIME DEVELOPMENT AREAS



LEGEND

- | | | | |
|--|----------------------------|--|---|
| | LOW-DENSITY RESIDENTIAL | | COMMERCIAL |
| | REDEVELOPMENT SITES | | INDUSTRIAL |
| | MULTI-FAMILY AND/OR OFFICE | | OUTER LIMITS OF 1963 WATER SERVICE AREA |

CHAPTER V
LAND PLANNING STANDARDS

This chapter will describe the general objectives of urban organization and specific principles for the location and development of the different types of land uses. It will deal in ideals. It will, in fact, portray what might be called "the ideal city". There is, of course, no such city in existence anywhere. But, the principles of beauty and efficiency which will be presented herewith would almost have to be incorporated in such a Utopia if one were planned and developed from scratch. But even older cities can profit by utilizing these principles as guidelines for development. Civic leaders are confronted with development decisions each day. If these decisions and the resulting investments are made in the light of good land planning principles the city in question is just that much closer to the ideal. Specific principles are not given below for a city's traffic circulation system since the elements of such a system have already been explained in Chapter III.

General Objectives

- A. To foster a democratic, free society where the dignity and worth of each individual is recognized and each citizen is encouraged to participate in civic affairs to the full extent of his interest and ability.
- B. To provide a maximum of opportunity and a minimum of necessity for social contacts plus a wide range of choices with regard to jobs, housing, recreation, and so forth.
- C. To strive for beauty as well as efficiency and to safeguard the city's unique symbols and institutions whether natural or man-made.
- D. To reflect consideration for human scale and pedestrian safety in all residential, commercial and public areas.

- E. To bring travel time, especially for the journey to work, within reasonable bounds, if necessary by rapid transit.
- F. To provide for maximum size limits to neighborhoods and communities in order to control formless urban sprawl.
- G. To provide flexibility for change through planned growth, alteration, and continuing renewal of obsolescent areas and facilities.
- H. To reflect tax policies which encourage good development and maintenance.
- I. To provide areas for the marginal business to get started and/or survive.
- J. To provide a mechanism for cooperative efforts between neighboring cities or cities and counties.
- K. To reflect a diversified economy such that a lull in one industry will not seriously damage the city's economy.

Residential Areas

- A. Should be large enough to seem to their inhabitants like neighborhoods and thereby maintain their identity. Small pockets of residential development, especially if they are bordered by major streets or railroads, are generally more susceptible to deterioration than large, well-established residential areas. These small pockets of homes also create utility problems.
- B. Should be located and designed so as to be free from incompatible land uses such as businesses and industries. Wherever possible, homes should face homes across a given street. Where business or industrial uses border residential areas, natural or man-made buffers should be utilized. Homes can also be backed up to major streets and non-residential uses in such a way as to preserve the tranquility of the residential area. Home occupations and mixed uses should also be kept to a minimum.

- C. Should have population densities low enough to avoid overcrowding and to create adequate open space and privacy for each family. In this connection, the American Public Health Association's Committee on the Hygiene of Housing recommends a minimum lot size of 6,000 square feet for single-family dwellings and a minimum lot size of 8,000 square feet for duplexes. These minimums would allow for seven to ten families per net residential acre.
- D. Should have a full range of community facilities, especially paved streets and sanitary facilities, within each neighborhood. Subdivision regulations help to insure this condition. It is also desirable for each neighborhood to be focussed on an elementary school.
- E. Should have easy access to major streets connecting with places of work and shopping. This is especially true of multi-family residential areas. However, the internal street system of a neighborhood should discourage through traffic.
- F. Should be well-drained and free from the danger of flooding. Rolling, wooded areas are ideal if not excessively steep. Streets should follow contours and as much as possible of the natural foliage in the area should be preserved.

Social and Cultural Areas

- A. Should be convenient and accessible to the people who use them. Uses serving the entire community should be centrally located.
- B. Should be acquired in advance wherever practicable. Also, sites should be adequate for expansion of the facility and for parking.

Beyond these two general criteria it will be necessary to break down this social and cultural category into its two major components: (1) schools and (2) parks.

School Site Requirements

The North Carolina Department of Public Instruction, Division of Advance Planning, recommends the following minimum school site sizes:

Elementary Schools - Minimum site size of ten acres for schools with less than 400 students, 12 acres for schools for 500-600 students, and 15 acres for schools with 800 students.

Service radius: one-half mile.

Secondary Schools - Minimum site size of 12 acres for schools with less than 400 students, 14 acres for 500 students, 16 acres for 600 students, 20 acres for 800 students, 24 acres for 1,200 students, 28 acres for 1,400 students.

Service radius: two miles.

Recreation Space Needs

The National Recreation Association recommends that one acre be set aside for recreational purposes for each 100 persons in a community. The principal types of parks and playgrounds are:

Pre-School playlots - 5,000-10,000 square foot site. 1/4 mile radius.

Neighborhood playground - 10 to 12 acre site. 3/4 mile service radius.

Community recreation - 20 to 40 acres. 2 mile service radius.

Regional park - 100 acres minimum, serving entire region.

Commercial Areas

Commercial development ordinarily falls into three classifications: (1) Central, (2) Outlying Neighborhood, and (3) Outlying Highway. Each of these types of business areas exhibits unique needs although they have much in common. The Shelby CBD is the major retail, financial and governmental center of Cleveland County. As such, it should be protected from incompatible uses and gaudy advertising. The following standards apply to the CBD:

- A. A traffic circulation system into and around the CBD. A CBD loop route is needed to relieve Lafayette and Marion Streets as much as possible.
- B. Paved parking areas with convenient access to both major traffic arteries and shopping areas.
- C. Adequate loading and unloading areas separated from both pedestrian and vehicular traffic.
- D. An attractive appearance designed to provide a stimulus to pedestrian traffic and sales.

Outlying neighborhood shopping districts can be of two types: (1) clusters of individually owned establishments or (2) planned shopping centers. Although some of the un-coordinated neighborhood shopping districts are pleasant and convenient, it is the exceptional cluster which has adequate off-street parking. Planned shopping centers are not only better supplied with parking space, by and large, they are also more easily buffered from surrounding residences. In other words, with more compact commercial development, fewer homes must face or border commercial facilities. Pertinent design considerations are as follows:

- A. Shopping centers should be located at or near major street or highway intersections so that a large number of people can be served easily.
- B. Adequate on-site parking, loading and unloading space should be provided for each commercial facility.
- C. Detrimental effects of commercial development on residential areas should be reduced to a minimum through the provision of buffer zones of landscaping, by limitations on sign size and lighting, etc.

Outlying highway commercial areas are usually of two types: (1) tourist-serving and (2) "heavy". The tourist-serving districts include motels, restaurants, gift shops and service stations which ideally should be clustered in a

few choice locations at the entrances to town. The "heavy" commercial areas which typically locate along major streets and highways are those which fall into the automotive service, farm service and building service categories. Each of these categories of establishments have problems with unsightliness. However, if they are set back far enough from the street or highway, and if they are properly maintained, they will not detract from the impression which tourists and other potential benefactors obtain of Shelby. Development standards for highway business areas include:

- A. Service roads or other traffic devices to limit the number of curb cuts and access drives in order to help preserve traffic flow.
- B. Adequate setbacks to provide for parking, loading and unloading space and landscaping, depending on the type of use and its location relative to the town's entrances, plus limitations on the size and spacing of signs and billboards. Discarded parts and materials should always be screened from public view.

Industrial Areas

- A. Should have good access to major highways and, for some types of plants, railroads. They should, however, be set back far enough from the highway to allow for parking and landscaping.
- B. Should be of sufficient size for operations, employee parking, and expansion. Areas which have been subdivided into numerous small holdings are usually not desirable -- even if a relatively small proportion of the lots have been built upon.
- C. Should be free from conflicting uses such as homes, hospitals, schools and churches. It is just as bad for homes to be in an industrial area as it is for industries to be in a residential area.
- D. Should have available a full range of utilities including water, sewerage, and power, or sufficient potential to merit extension of these facilities in the quantity necessary.

- E. Should be well-drained and solid, free from flood danger, with a topography that will not demand extensive grading. Since the supply of prime industrial sites is limited, it is imperative that these prime sites be protected from invasion by other uses which will not mean as much to Shelby in the long run as new industry.

CHAPTER VI

LAND USE POLICY AND ITS IMPLEMENTATION

This chapter will set forth recommendations for the solution of those land use problems which have been discussed up to this point. In support of these recommendations it will suggest policies which will encourage high-grade development and redevelopment along with tools or techniques to carry out those policies. This chapter will also describe the various functional areas which must be preserved, extended or newly developed in order for Shelby to reach its optimum efficiency and attractiveness. For all practical purposes, the land planning standards set forth in Chapter V should be considered a preface to this chapter. Said standards should certainly be kept in mind by the reader of this chapter because they will explain, in part, why certain functional areas were located or demarcated as they were.

These land planning standards also point up the need for certain types of codes and regulations to guide new growth and up-grade existing facilities. These codes and ordinances, along with special programs affecting housing, streets, utilities, and annexation will necessarily be the mainstay of the public sector's contribution toward improved land use. The usefulness of these recommendations to the private sector will reside mostly in their persuasive nature, i.e., by knowing where different types of land use or growth can best be served with streets and utilities developers may be persuaded to make their investments and open up areas in accordance with the overall development plan shown on Map 9. It is, of course, recognized that deviations from this plan will become necessary as new circumstances arise. But, it is hoped that the major elements or aims of the plan will not be wantonly violated. The plan will give Shelby's boosters a worthy goal to strive for and it can, if properly implemented, forestall some of the waste and friction which might otherwise be generated by incompatible uses in unsuitable locations.

Functional Areas

Since the most valuable land in Shelby lies within its Central Business District core, the problems and potential of this area will be discussed first. (For purposes of this discussion, the six blocks framing the Courtsquare constitute the CBD core). Shelby's CBD is the retail trading center for an area containing approximately 73,000 people. Its vitality and drawing power must be preserved and if possible, augmented. Many North Carolina cities and towns have been so concerned about declining retail sales and other indications of the declining importance of their downtowns that they have engaged the Division of Community Planning or private planning consultants to make special studies in depth of their CBD's. Such studies characteristically investigate the physical adequacy of the downtown (e.g., structural conditions and parking space) involve a market analysis (which can show how much business a given town may be losing to other towns and what types of retail or service outlets might be expanded), and a design plan. The design plan, which is built upon the physical and economic factors noted, attempts to portray the modernized downtown which can become a reality if store owners, leasees, and the City cooperate to make certain capital improvements.

Shelby does not need a CBD study as badly as most cities in the State do, but it is conceivable that a sizeable discount house or shopping center (with plenty of parking space) could come into the Shelby area and put Shelby's CBD on the defensive unless measures are taken immediately to correct the CBD's deficiencies. The CBD's critical problems at present are parking, pedestrian safety and aesthetics.

Besides the CBD, it is recommended that three other types of business districts be recognized in Shelby's revised zoning ordinance. These three zones may be called: (1) General Business, (2) Highway Business, and (3) Neighborhood Business. The general business zone applies most logically to the mixed

commercial area which surrounds Shelby's CBD core and to major street locations where there is a demand for essentially unrestricted commercial development. Such general business areas typically permit trucking terminals and light warehousing operations in addition to such "heavy" business uses as auto garages and steam laundries. They also allow billboards. But they should not permit open storage of materials whether new or used.

In distinction to the unrestricted General Business District, it is recommended that a special Highway Business District be created to provide a suitable setting for tourist-serving facilities such as motels, restaurants, service stations, and commercial amusement facilities. Such zones should be located at the entrances to Shelby so as to preserve the appearance and quality of such entrances. The new highway to Columbus, North Carolina, will surely bring a demand for more tourist facilities.

Neighborhood Business Districts should be located in such a way as to serve sizeable residential areas without detracting appreciably from those homes which border such districts. Signs should be modest in size and businesses which produce undesirable emissions should be kept out. Residences may be allowed in neighborhood business districts so that these areas may serve as transition zones. Another type of transition zone is the Residential-Office District which is recommended for those parts of Shelby where the homes are old and large -- such as the area surrounding the hospital. The requirements of this district, as well as those of the Neighborhood Business District, would permit the conversion of these obsolete structures into apartment houses or professional offices. Signs should be limited in size, location and lighting because it is expected that the area will continue to be mainly residential in character.

It is recommended that the revised zoning ordinance make provision for two types of industrial zones, light and heavy.

Although it is difficult to draw a hard and fast line between light and heavy industrial operations, it is felt that Shelby needs both restricted and "catch-all" industrial zones. The light industrial district would emphasize the type of industries which try to keep up a good appearance, the ones which landscape their front yards and try to keep obnoxious emissions down to a minimum. All of the newer and some of the older textile plants in and around Shelby would fall within this category -- as would some of the other manufacturing operations. The size of signs should be limited in the light industrial district whereas billboards should be allowed in the heavy industrial district. Industries such as concrete products plants and scrap metal dealers, millwork and pole treating plants, feed mills, and poultry processing plants are more adapted to heavy or unrestricted industrial zones. But the term "unrestricted industrial zones" should not be taken too literally. Even within these areas, junk yards and other obnoxious uses should be fenced as well as possible. All industrial uses should provide adequate off-street parking lots. Sufficient land for expansion should be provided in a variety of locations around town.

It is recommended that four different residential districts be incorporated in the revised zoning ordinance. The names of these districts should reflect the amount of land required for a single-family residence within each district. Hence, an R-20 Residential District is needed out in the further reaches of the fringe area because 20,000 square feet (or about one-half acre) is the recognized minimum lot size which is needed for a residence where neither public water nor public sewers are available. This R-20 District should, however, give property owners the option of building a duplex or a second residential structure on their lot if the lot is increased in size by one-half (i.e., to 30,000 square feet). It should also allow house trailers if located in trailer parks. An R-10 Residential District is recommended for application to areas outside the city

limits which are, nevertheless, close enough to the city to have some assurance that they will, within a reasonable time, have access to public water supplies or public sewerage or both. This access would most likely come through annexation. The R-10 Residential District would also apply to high-quality areas within the city limits where large lots are the pattern. This district would be a strictly single-family district, except for a provision for private residential quarters (i.e., guest houses or parent's quarters) as an accessory use.

An R-8 Residential District is proposed as a single and two-family district. However, the lot size for a duplex or principal dwelling plus an accessory residential dwelling should be increased by one-half, i.e., to 12,000 square feet. The R-8 Residential District would apply to large areas in town and would, like the preceeding residential districts, allow limited home occupations and public and semi-public community uses. Public and semi-public community uses include churches, schools, parks and the like. An R-6 Residential District would allow anything from single-family residences to apartment houses. It is, in effect, proposed as one of Shelby's two multi-family districts -- the other one being the R-0 (Residential-Office) District. This district would allow boarding houses, tourist homes, rest homes, kindergartens, and most other kinds of semi-residential, semi-commercial uses. In no district, however, should densities higher than 15 dwelling units per net acre be allowed.

Zone boundaries should coincide as closely as possible with functional area boundaries shown on the Land Development Plan.

Revision of Shelby's Zoning Ordinance

In addition to the recommendations given above regarding use districts, a few general recommendations are in order at this point with reference to the revision of Shelby's zoning ordinance. These are:

- A. That the revised ordinance apply to the entire Planning Area, not just the City. The City has the authority to do this.
- B. That as many as possible of the general rules and requirements (e.g., off-street parking) as well as exceptions and modifications be handled in the general sections of the ordinance, not repeated under each use district.
- C. That dimensional requirements be simplified by dropping percentages and other debateable standards while at the same time adding intersection sight distance and sign spacing standards.
- D. That off-street loading and unloading requirements should be added -- as well as provision for group developments. The latter provision allows apartment courts, shopping centers, etc., without individual lotting.
- E. That a more complete and definitive listing of permitted accessory and public uses in residential and business districts be given.
- F. That the administrative procedure be set forth more clearly and in better order. As it now is, a person can hardly tell how to obtain a building or occupancy permit, let alone a variance of amendment.

Other Codes and Ordinances

Next to the zoning ordinance, the most important ordinance for the regulation of land use or development is the subdivision regulations. Shelby has been exercising its prerogative to review subdivision plats for many years. However, this review procedure has applied only to subdivisions located within, or at least partly within, the corporate limits. Shelby has authority under G. S. 160, Article 18, to review plats of proposed subdivisions located anywhere within a one-mile radius of the city limits. In order to exercise this authority the City should amend its subdivision regulations to reflect or claim this broadened jurisdiction. Shelby's present subdivision regulations have prevented a lot of shoddy and uncoordinated development by giving the City some voice in the opening or

extending of streets and by requiring developers to install a suitable complement of improvements. However, the regulations have a few flaws which should be corrected, namely:

- A. They do not, as explained above, apply to the one-mile perimeter, yet this is where much of Shelby's subdivision activity is occurring.
- B. They do not cite the authority under which they were adopted, and they lack both a statement of their purpose and a definitions section.
- C. They include a lot of engineering standards and construction specifications (with regard to street paving, water, and sewer lines) which are normally found in separate ordinances or service policy manuals.
- D. There is very little detail prescribed on right-of-way or pavement widths for different kinds of streets, and very little is said about jogs and other intersection design problems.
- E. The ordinance leaves all minimum lot size and yard requirements to the zoning ordinance whereas these matters are usually covered in subdivision regulations as well as in zoning ordinances.
- F. The procedure for submitting and reviewing preliminary plats is not clearly set forth. The Planning Board's role is vague.

In spite of these flaws the subdivision regulations are accomplishing a great deal. By requiring developers to install basic improvements they protect the future liveability and saleability of new subdivisions. It would also be advantageous if subdividers could be persuaded to preserve as many as possible of the trees in their developments. Shade trees can add as much as \$500 to the value of a lot.

Shelby has a building code (patterned after the Southern Standard) which it is enforcing. It also has electrical, plumbing and heating codes. A full-time building inspector has been hired to replace a part-time official who recently resigned. Shelby has a housing code, but enforcement has lagged because of the dearth of available standard housing

units for rent. This is a serious problem and one which must be solved before code compliance and the razing of dilapidated structures can be expedited.

Public Housing and Urban Renewal

Shelby has a Housing Authority. It is attempting to improve the living environments of Shelby's unfortunates. These people presently live in shacks which are stacked two or three deep on substandard lots. If these slums are ever to be cleared away it will have to be done by the cooperation of private parties and the city government. The first step is to build public housing units where the families now living in dilapidated housing can relocate. Once these families have been relocated it will be practicable to clear the areas in which they formerly lived. Public housing is, therefore, an indispensable tool or element in the cycle of relocation-clear-rebuild. With Shelby's shortage of decent housing for non-whites, and considering the fact that private enterprise appears to be unwilling to supply their needs, public housing fills a vacuum which only it can fill. The two sites which have already been chosen for public housing, the Atlantic-Piedmont Streets site off Frederick Street and the Antrum-Logan Streets site off Buffalo Street, appear to be excellent choices. They were chosen because the price of the land was within reason. The fact that some dilapidated dwellings can be razed in the second area is a bonus feature.

Looking toward the future it would appear, pending the more detailed study of Shelby's neighborhoods which the upcoming Neighborhood Analysis will furnish, that the following pockets of substandard housing are prime candidates for clearance, either total or partial:

- A. The area bounded roughly by North Washington Street, the railroad tracks, Carolina Avenue, and Suttle Street. There are, of course, various non-residential uses in the area plus a few standard homes. But the core of the area is about as run-down as any in Shelby.
- B. The area bounded roughly by East Warren Street, Hickory Creek, Anthony Street and Juan Place (i.e., Flat Rock). This area will also require substantial clearance, but having a relatively new elementary school dictates its logical re-use.
- C. The balance of the run-down area surrounding the Antrum-Logan Streets public housing site -- especially to the west and south. This area will have an incentive to spruce up whenever the public housing is built.
- D. The small pocket of substandard homes along Knot, Black, Porter and Cline Streets. Private action may be able to do the job here.
- E. The small pocket of substandard homes in the block bounded by Graham, McBrayer, Blanton, and Martin Streets. Here again, private action should be able to erase this blight.
- F. The "Jamestown" section. The extension of Grover Street westward to tie in with Lee Street will effectively wipe out this particular slum.

There are other small pockets of substandard housing around Shelby, but they do not deserve consideration as potential urban renewal projects. It might be appropriate here to explain what urban renewal is and does. Urban renewal is a comprehensive program of slum clearance and housing rehabilitation. Whereas the slum clearance aspect is usually emphasized, the housing rehabilitation aspect may actually have a more profound long-range effect on the quality of our cities. Urban renewal has both private and public aspects. Financial participation in land acquisition and clearance costs by the Federal Government is not mandatory, but it surely helps. Once the land has been assembled, cleared, and a plan has been drawn up for its re-use, the land is re-sold to private

developers. It is possible this way to release land from the dead hand of misuse and decay and to place it on the market at a price which private developers can afford to pay. It is surely recommended that Shelby eventually get into urban renewal in a systematic way.

Public Improvements Program

It is recommended that Shelby formulate and adopt a public improvements program -- or what is often called a "capital budget". The City has already taken action toward initiating such a program. It has contracted with the Division of Community Planning for a Community Facilities Plan which will entail an investigation of Shelby's long-range needs for public safety, public works, and cultural services, facilities and equipment. This plan will provide the basis for the capital budget by suggesting priorities for construction projects and purchases of capital items. The capital budget will program these projects in accordance with anticipated revenues and will determine the size and timing of needed bond issues. A city can save considerable money by looking ahead in this manner. The original capital improvements budget will cover a period of five or six years, but it can and should be extended by one year annually to keep pace with new developments.

Sketch Thoroughfare Plan

Since a major thoroughfare plan was prepared for Shelby and environs in the latter part of 1959 by Charles Davis, a traffic engineer, the recommendations given below represent an amplification and revision of the 1959 major thoroughfare plan rather than a brand new plan. The elements of the sketch thoroughfare plan hereby proposed include radials, loops and connectors.

Proposed radial routes which begin downtown include:

- A. North Lafayette Street as extended by S. R. 1105 beyond the outer loop.
- B. East Sumter Street -- connecting with Marion Street from Belvedere Avenue eastward (U. S. 74A).
- C. East Marion Street's northeasterly off-shoot, the Cherryville Road (N. C. 150).
- D. East Graham Street and Forest Hill Road -- connecting with and extending Meadowbrook Lane to the outer loop.
- E. East Graham Street's southeasterly off-shoot, Kings Road, as extended by McGowan Road to the inner loop.
- F. South DeKalb Street, ultimately connecting with South Morgan Street (S. R. 1106).
- G. South DeKalb Street's southeasterly off-shoot, Earl Road (N. C. 226).
- H. South Lafayette Street (N. C. 18).
- I. West Graham Street extended into Warren Street and the Bypass.
- J. West Sumter Street extended into the Bypass.

Proposed radial routes which begin at the inner loop include:

- A. Lee Street (N. C. 226) to its junction with S. R. 1300 and from thence along one or the other side of the railroad tracks to a point just north of Ora.
- B. Hendrick Road extended northward from Lee Street to Metcalf Road.
- C. Fallston Road from its intersection with Grover Street northward.
- D. Grover Street extended eastward to S. R. 1926.
- E. Hampton Street from its intersection with Elm Street to Dellinger Street via S. R. 1220.
- F. Wesson Road (S. R. 1121) from its beginning at Charles Road.

Proposed connectors include:

- A. A route along the creek between the East Graham Street - Kings Road intersection and Suttle Street -- connecting with Carolina Avenue and portions of Buffalo and Frederick Streets.
- B. A route along Broad, Eastview and Lowery Streets to Mark Street and Charles Road.
- C. Zoar School Road extended to Wesson Road.

A Central Business District loop composed of Sumter, DeKalb, Graham, and Morgan Streets is recommended. The DeKalb and Graham Street sections are already of sufficient width to handle anticipated traffic, but the Sumter and Morgan Street sections are bottlenecks. As a stop-gap measure, off-street parking and loading should be removed from the Sumter and Morgan Street sections of the CBD loop. Widening, channelization, and improved signalization will be the only long-term cures.

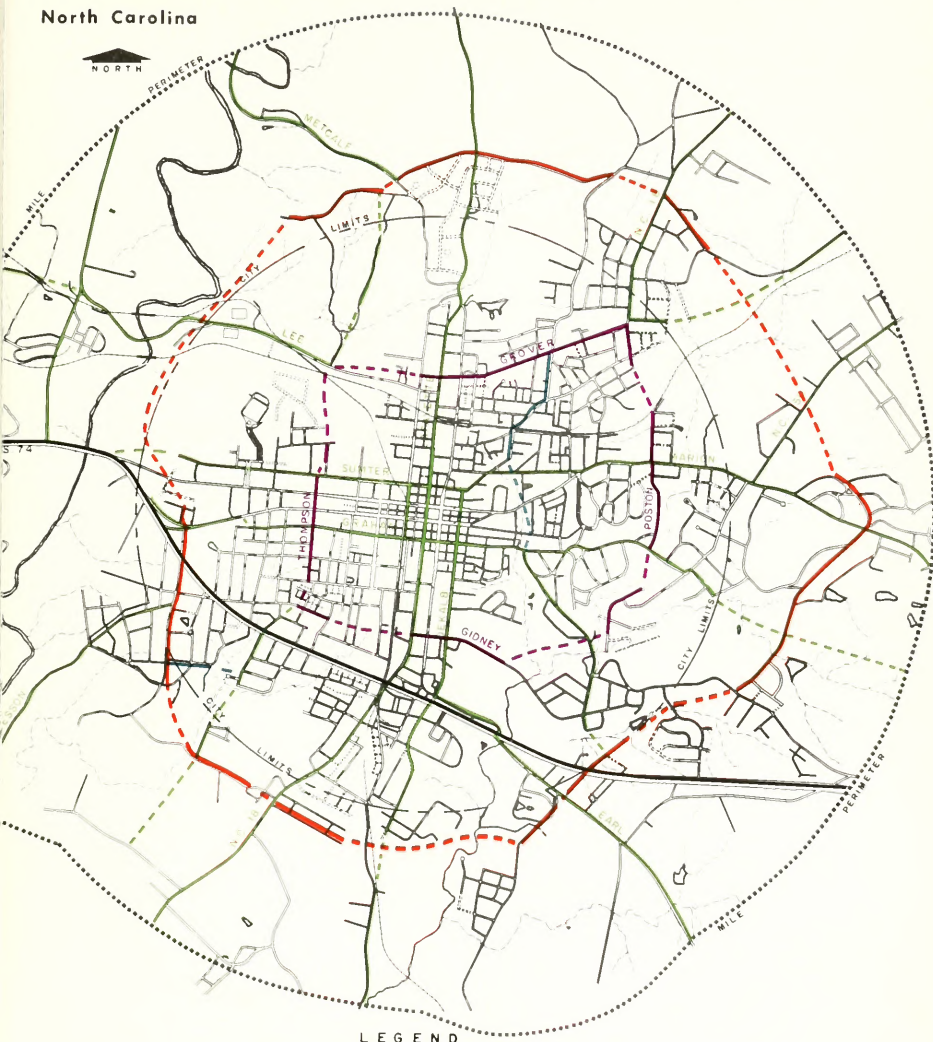
Instead of reciting a lengthy and confusing verbal description of the proposed inner and outer loop routes, reference will merely be made to Map 8 which portrays them. These two loops are tremendously important to the overall efficiency of Shelby's crosstown traffic circulation. They are spaced about one-half mile apart and will serve to distribute traffic in such a way as to relieve narrower and less continuous residential streets.

Many factors must be considered in the development of a major thoroughfare system including the existing pattern and intensity of development (traffic generators and resulting traffic volumes), the future potentialities of different parts of the Planning Area, terrain, and financial capabilities. The following list of street improvement projects is thought to reflect a logical distribution of priorities although the order in which certain projects are listed, especially under

SHELBY

North Carolina

SKETCH THOROUGHFARE PLAN



MAP-8

the intermediate-range heading, is not terribly significant. It should also be remembered that each project will have to pass muster on its own merits when the time seems ripe for its execution.

Short-Range: To Be Completed by 1970

1. Improve Gidney Street from DeKalb Street to McGowan Road.
2. Connect McGowan Road with the Bypass by skirting around the northeast side of the fish camp and intersecting an extension of Grove Street at right angles; also improve Grove Street and extend it through a small triangle of land to S. R. 1102.
3. Widen Morgan Street between Sumter and Graham Streets.
4. Widen Sumter Street between Morgan and DeKalb Streets.
5. Widen Suttle Street between Carolina and Belvedere Avenues and increase the radii on the curves at each end of Sumter Street (and widen it) between DeKalb and Suttle Streets.
6. Connect Grover Street with Lee Street by widening the alley alongside the Medical Center and by cutting through the "Jamestown" slum.
7. Connect South DeKalb Street with South Morgan Street (S. R. 1106) and extend Cameron Street (S. R. 1113) into South DeKalb. This will relieve South Lafayette Street somewhat.
8. Connect Lowery Street with Mark Street via the ballpark's easement; also pave the balance of Lackey Drive and extend Hampton Street southward to Dellinger Street via S. R. 1220.
9. Extend West Graham Street into Warren Street and West Sumter Street into the Bypass. This will relieve Marion Street of having to carry the bulk of mid-town through traffic.
10. Connect Fallston Road with North Poston Street and improve Poston Street between the railroad tracks and Forest Hill Road.

Intermediate-Range: To Be Completed by 1975

1. Extend Poston Street southward across the creek into Windsor Drive and along it for a ways, then up to and across Kings Road, thence over to Gidney Street.
2. Extend Hampton Street from Royster Street northward through a couple of blocks to Thompson Street and along it (some of which will need widening) to Sumter Street, thence via Ware Street and a northerly extension thereof to the Lee Street - Hendricks Road intersection.
3. Extend Elm Street eastward to Gidney Street; also bring Charles Road by a gentle curve into Dellinger Street (S. R. 1115) and extend Dellinger Street into Cameron Street (S. R. 1113).
4. Connect Kings Road with Carolina Avenue by following the creek as far as Suttle Street then climbing the hill. When this link is completed the part of Carolina Avenue which radiates from the CBD can be closed.
5. Extend Forest Hill Road eastward via Meadowbrook Road to (and perhaps beyond) Country Club Road (S. R. 2052).
6. Connect S. R. 1926 with Cherryville Road (N. C. 150) and extend Grover Street (N. C. 18) into S. R. 1926 at a point near the railroad tracks.
7. Connect S. R. 2054 with Cherryville Road (N. C. 150) and connect S. R. 1926 with S. R. 1827 more directly than they are now connected.
8. Bring a road along one or the other side of the railroad tracks from the Dover Road (S. R. 1300) to a point just north of Ora.
9. Extend Hendricks Road northward to Metcalf Road. This will open up the northwestern part of Shelby to development.
10. Extend S. R. 1827 into S. R. 1851 and along it for a ways (paving needed), then along a ridge and across the railroad tracks to Lee Street. This will improve circulation to the Pittsburgh Plate Glass Company plant.
11. Connect Grove Street and Country Club Road (S. R. 2052).

12. Connect Cameron Street (S. R. 1113) with S. R. 1102 from the former street's intersection with South DeKalb Street on easterly over the creek.

Long-Range: To Be Completed by 1980

1. Connect Charles Road with Lee Street via a route which will bypass existing development. Dover Road (S. R. 1300) will serve the same purpose in the meantime.
2. Improve Wesson Road Extension (S. R. 1121) and eventually tie it into the Zoar School Road.

The map which has been drawn to portray these routes should be adopted by the City Council and the State Highway Commission in order to be official. Here again it should be emphasized that the order in which these projects are completed may vary quite drastically from the listing above. Much will depend on the decisions of private developers. In fact, many opportunities to relate proposed subdivision streets to the major street system will present themselves over the years. The City should be willing and able to cooperate with private developers, and vice-versa, on the financing of over-sized facilities.

Vacant Land and Annexation

The extent to which the vacant land on Shelby's fringes becomes built up will have a telling influence on the City's annexation policies and its proceedings. There are two classes of areas which can justifiably be annexed: (a) those which are sufficiently built up to require a full range of municipal services and (b) those which lie between the City and reasonably close-in satellite developments. In the first class would come subdivisions which lie astraddle, or at least contiguous to, the corporate limits. In the second class would come raw but buildable land which should be added to the city to naturalize or angularize its boundaries or to avoid strips

reaching toward already built up areas. (The present curved city limits is difficult to locate on the ground). Contiguous commercial and industrial areas which are served by or need city utilities should also be annexed.

It is recommended that the City of Shelby sponsor a comprehensive annexation study. Such a study would determine the financial feasibility and legal eligibility of certain areas around Shelby for annexation. The following areas are prime candidates for study: the balance of the Crestmont Heights Subdivision and the Joe Blanton Subdivision; the area surrounding the East Marion Street-Cherryville Road intersection and southward to Robinwood Drive; the new Spangler Development focused on East Main Street and the intervening Highway 74 frontage plus the triangle between Grove Street and the present city limits; the Lily Mill and its mill village area which includes Whitener and Mitchell Streets; the triangle between Charles Road and the present city limits plus the Walker Drive residences; and the balance of the residential development lying northwest of Wesson Road plus the Dicey Mills area.

Where Do We Go from Here?

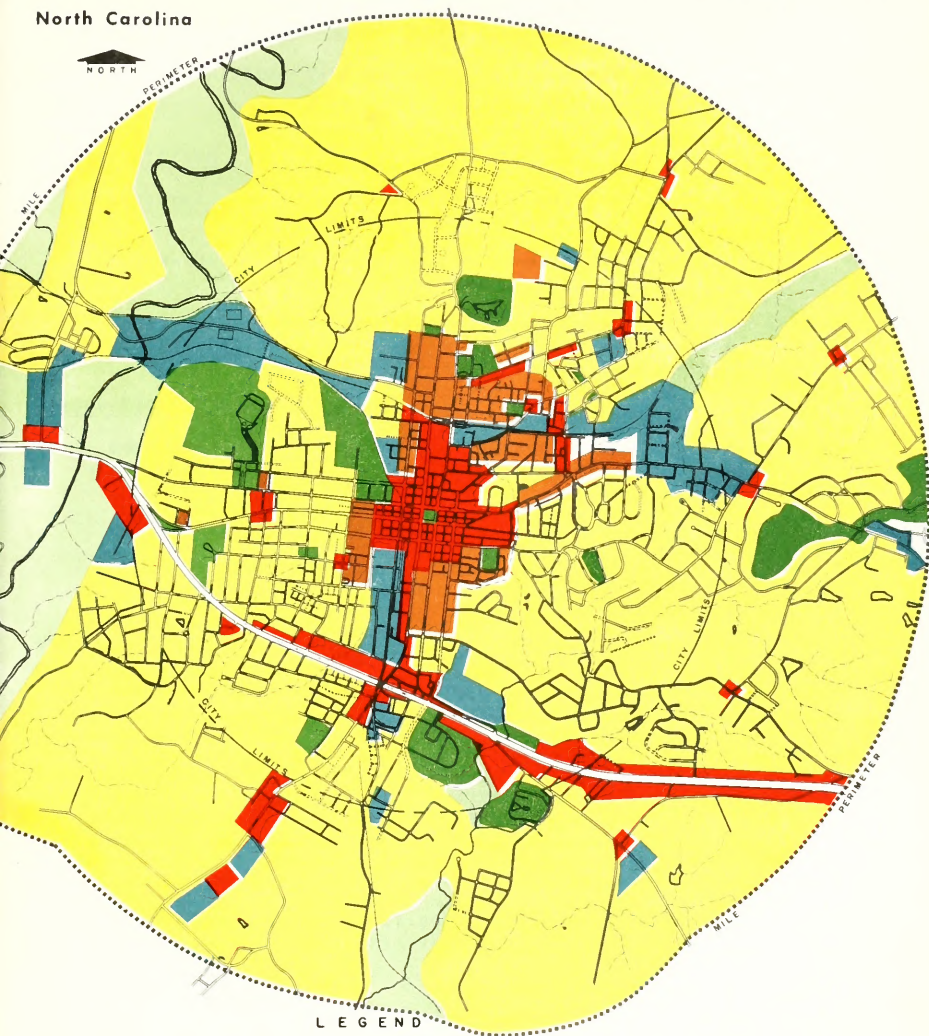
It will be noted from what has gone before in this chapter that many of the recommendations of this report will require further study before they can be fully implemented. However, this fact should not dissuade the civic leaders of Shelby from taking whatever action seems justified to bring about those changes and improvements which are pressing. Among these are: (1) the adoption of this Land Development Plan as a guide to Shelby's directions and style of growth; (2) the revision of the zoning ordinance (with extra-territorial jurisdiction); (3) the adoption of a major thoroughfare plan (jointly by the City and the State Highway Commission); (4) the revision of the subdivision regulations (with extra-territorial jurisdiction); (5) the provision of public housing so that the housing

code can be enforced; (6) the construction of the short-range street improvements and a new Negro high school; (7) the provision of more off-street parking and other amenities downtown; (8) the annexation of those areas which are sufficiently oriented to the city. Each of these broad recommendations embraces a host of implications and ramifications. These implications and ramifications will probably tax the ingenuity and the resources of the City and its people; but the end result, "an alabaster city gleaming", will be well worth the effort.

SHELBY

North Carolina

LAND DEVELOPMENT PLAN



LEGEND

- | | |
|---|--|
|  LOW-DENSITY RESIDENTIAL |  INDUSTRIAL |
|  MEDIUM-DENSITY RESIDENTIAL |  PUBLIC OR SEMI-PUBLIC |
|  COMMERCIAL |  FLOOD PLAINS OR UN-USEABLE |

APPENDIX A
DEFINITIONS USED IN LAND USE CLASSIFICATION SYSTEM

TRANSPORTATION

Streets:	Public rights-of-way including roads, alleys and sidewalks.
Railroads:	Rights-of-way and ancillary land used by railroads.
Other Transportation:	Miscellaneous facilities such as parking lots, taxicab stands, bus stations and trucking terminals.

PRODUCTION

Commercial Agriculture:	Specialized agricultural facilities such as large greenhouses and stock yards.
Manufacturing:	The mechanical or chemical transformation of organic or inorganic substances into new products regardless of their future disposition.
Manufacturing Services:	Establishments of a manufacturing nature or character which supply the general needs of a semi-tangible nature to the public, e.g., utilities and warehousing.

BUSINESS

Retail Trade:	Establishments selling commodities in small quantities to the consumer. Examples are: department stores, specialty shops, food stores, service stations, auto dealers, furniture stores, etc.
Wholesale Trade:	Establishments selling commodities in large quantities to retailers.

SERVICES

- Consumer:** Establishments providing intangible needs for immediate use including restaurants, hotels, motels, barber and beauty shops, dry cleaners and laundries, theaters, bowling alleys, and miscellaneous amusements.
- Professional:** Establishments performing the management duties in the conduct of government or business; or engaged in providing monetary and professional services to the community, e.g., banks, lawyers, accountants and architects, but excluding medical services and facilities.
- Business:** Establishments of a business character providing maintenance, installation, repair or specialized office needs to individuals or other businesses.

RESIDENCE

- Single-family:** A one-family detached structure.
- Duplex:** A two-family detached structure.
- Multi-family:** A structure or structures in which three or more families have their homes; this includes apartment houses, group housing and housing projects.

SOCIAL AND CULTURAL

- Personal Development:** Includes all establishments providing for the mental development or cultivation of persons within the community, e.g., schools and research institutions, parks, playgrounds, churches, etc.
- Health and Welfare:** Establishments providing for the mental and physical care of the community and engaged in the science and art of preventing, curing or alleviating disease.

- VACANT OR FARMED LAND:** Land not used for urban development.

APPENDIX B

TABLE 9

SHELBY LAND USE - ACREAGES

Study Areas	1	2	3	4	5	6	7	8	9	10	11
Transportation											
Streets	32.23	48.44	43.16	54.63	50.50	65.19	49.12	51.88	60.14	61.98	50.96
Railroads	0	10.52	0	4.08	1.38	13.77	20.89	9.90	0	8.10	0
Other Trans.	8.06	0.48	1.25	2.42	4.00	1.07	0	2.24	0	0	0
Production											
Commercial Agr.	3.39	0	0	0	0	0	0	1.10	0	0	0
Manufacturing	0.28	16.12	0.77	13.92	8.19	0	13.81	25.78	0.55	9.88	0
Mfg. Services	2.16	2.17	1.73	6.91	1.69	0.44	20.92	2.06	3.67	0.11	0
Business											
Retail	13.84	11.42	6.02	16.79	8.52	1.58	1.32	3.67	1.58	3.56	0
Wholesale	0.55	4.81	0	2.75	1.07	0.55	0	0	0	1.18	0
Services											
Consumer	2.91	3.27	1.25	6.24	1.98	2.39	4.54	1.14	4.22	2.06	2.06
Professional	4.70	0.88	1.36	3.89	0.15	0.18	0	1.10	0	0.40	0
Business	1.23	1.58	0.73	0.44	1.58	0.55	0.26	0.81	3.89	0.29	0
Residence											
Single	13.42	109.71	149.45	92.01	132.41	159.22	71.73	112.75	205.11	105.61	142.07
Duplex	0	5.51	2.17	0.44	4.08	0.55	0.88	0.88	1.07	1.03	0
Multi-Family	0.75	0.22	1.29	1.47	1.84	1.73	1.51	0	0.99	0	0
Social & Cultural											
Personal Dev.	3.48	6.65	6.43	1.54	10.91	118.56	19.17	6.06	7.27	80.95	6.35
Health & Welfare	0.19	1.29	0.40	0	0.84	30.12	11.61	0.18	0	0	0
Total Developed	87.29	223.07	216.01	207.53	229.14	395.90	215.76	219.55	288.49	275.15	201.44
Vacant or Farmed	12.61	40.43	63.51	212.84	44.76	276.77	517.37	309.33	321.23	255.27	131.37
Total Acres	99.90	263.50	279.52	420.37	273.90	672.67	733.13	528.88	609.72	530.42	332.81

TABLE 9 (continued)

SHELBY LAND USE - ACREAGES

	Brought Forward	Total City	12	13	14	15	Total Outside	Grand Total
Transportation								
Streets	568.23	67.95	62.44	114.78	108.81		353.98	922.21
Railroads	68.64	11.01	30.30	0	4.59		45.90	114.54
Other Transportation	19.52	3.12	0	0	4.70		7.82	27.34
Production								
Commercial Agr.	4.49	0.66	0	5.51	5.99		12.16	16.65
Manufacturing	89.30	13.04	13.00	1.51	1.40		28.95	118.25
Mfg. Services	41.86	0	0	1.14	2.57		3.71	45.57
Business								
Retail	68.30	1.69	1.47	1.18	7.42		11.76	80.06
Wholesale	10.91	0	0	0	5.22		5.22	16.13
Services								
Consumer	32.06	9.40	3.01	2.53	5.80		20.74	52.80
Professional	12.66	0.40	0	0	0		0.40	13.06
Business	11.46	4.08	0	0.99	6.24		11.31	22.77
Residence								
Single	1,293.49	101.15	42.68	77.44	91.16		312.43	1,605.92
Duplex	16.61	0	0	0.70	0.37		1.07	17.68
Multi-Family	9.80	0	0	0	0		0	9.80
Social & Cultural								
Personal Dev.	267.37	1.84	4.89	2.61	80.70		90.04	357.41
Health & Welfare	44.63	0	0	0	0		0	44.63
Total Developed	2,559.33	214.34	157.79	208.39	324.97		905.49	3,464.82
Vacant or Farmed	2,185.49	2,202.57	1,741.04	1,707.37	1,712.11		7,363.09	9,548.58
Total Acres	4,744.82	2,416.91	1,898.83	1,915.76	2,037.08		8,268.58	13,013.40

TABLE 10

SHELBY LAND USE - PERCENTAGES

Study Areas	1	2	3	4	5	6	7	8	9	10	11
Transportation											
Streets	36.92	21.71	19.98	26.32	22.03	16.46	22.76	23.63	20.84	22.52	25.29
Railroads	0	4.71	0	1.96	0.60	3.47	9.68	4.50	0	2.94	0
Other Trans.	9.23	0.21	0.57	1.16	1.74	0.27	0	1.02	0	0	0
Production											
Commercial Agr.	3.88	0	0	0	0	0	0	0.50	0	0	0
Manufacturing	0.32	7.22	0.35	6.70	3.57	0	6.40	11.74	0.19	3.59	0
Mfg. Services	2.47	0.97	0.80	3.32	0.73	0.11	9.69	0.93	1.27	0.03	0
Business											
Retail	15.85	5.11	2.78	8.09	3.71	0.39	0.61	1.67	0.54	1.29	0
Wholesale	0.63	2.15	0	1.32	0.46	0.13	0	0	0	0.42	0
Services											
Consumer	3.33	1.46	0.57	3.00	0.86	0.60	2.10	0.51	1.46	0.74	1.02
Professional	5.38	0.39	0.16	1.87	0.06	0.04	0	0.50	0	0.14	0
Business	1.52	0.70	0.33	0.21	0.68	0.13	0.12	0.36	1.34	0.10	0
Residence											
Single	15.37	49.18	69.18	44.33	57.78	40.21	33.24	51.35	71.09	38.38	70.52
Duplex	0	2.47	1.00	0.21	1.78	0.13	0.40	0.40	0.37	0.37	0
Multi-Family	0.85	0.09	0.59	0.70	0.80	0.43	0.69	0	0.34	0	0
Social & Cultural											
Personal Dev.	3.98	2.98	2.97	0.74	4.76	29.94	8.88	2.76	2.52	29.42	3.15
Health & Welfare	0.21	0.57	0.18	0	0.36	7.60	5.38	0.08	0	0	0
Total Developed	99.84	99.92	99.46	99.93	99.92	99.91	99.95	99.95	99.96	99.94	99.98
Percent of Total											
Acreege Developed	87.38	84.66	77.28	49.37	83.66	58.86	29.43	41.52	47.32	51.88	60.53
Vacant or Farmed	12.62	15.34	22.72	50.63	16.34	41.14	70.57	58.48	52.68	48.12	39.47
Total Acreege	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00	100.00

TABLE 10 (continued)

SHELBY LAND USE - PERCENTAGES

	Total City	12	13	14	15	Total Outside	Grand Total
Brought Forward							
Transportation							
Streets	22.20	31.70	39.57	55.07	33.48	39.09	26.61
Railroads	2.68	5.13	19.20	0	1.41	5.06	3.30
Other Trans.	0.76	1.45	0	0	1.44	0.86	0.78
Production							
Commercial Agr.	0.17	0.30	0	2.64	1.84	1.34	0.48
Manufacturing	3.48	6.08	8.23	0.72	0.43	3.19	3.41
Mfg. Services	1.63	0	0	0.54	0.79	0.40	1.31
Business							
Retail	2.66	0.64	0.93	0.56	2.28	1.29	2.31
Wholesale	0.42	0	0	0	1.60	0.57	0.46
Services							
Consumer	1.25	4.38	1.90	1.21	1.78	2.29	1.52
Professional	0.49	0.18	0	0	0	0.04	0.37
Business	0.44	1.90	0	0.47	1.92	1.24	0.65
Residence							
Single	50.54	47.19	27.04	37.16	28.05	34.50	46.34
Duplex	0.64	0	0	0.33	0.11	0.11	0.51
Multi-Family	0.38	0	0	0	0	0	0.28
Social & Cultural							
Personal Dev.	10.44	0.85	3.09	1.25	24.83	9.94	10.31
Health & Welfare	1.74	0	0	0	0	0	1.28
Total Developed	99.92	99.80	99.96	99.95	99.96	99.77	99.93
Percent of Total							
Acres Developed	53.94	8.86	8.30	10.87	15.95	10.95	26.62
Vacant or Farmed	46.06	91.14	91.70	89.13	84.05	89.05	73.38
Total Acreage	100.00	100.00	100.00	100.00	100.00	100.00	100.00

NUMBER OF STRUCTURES AND DWELLING UNITS BY
CLASSIFICATION AND BY RACE

TABLE 11

Study Areas	White								Total White	
	Conserve		Minor		Major		Dilapidated			
	Str.	DUs	Str.	DUs	Str.	DUs	Str.	DUs	Str.	DUs
1	2	2	41	41	21	18	2	1	66	62
2	18	18	217	224	74	75	4	2	313	319
3	223	223	215	221	57	56	2	2	497	502
4	54	54	191	202	107	108	9	5	361	369
5	159	160	286	308	60	63	7	7	512	538
6	335	354	91	91	3	3	1	1	430	449
7	54	54	179	203	15	14	9	6	257	277
8	104	105	283	285	66	67	7	5	460	462
9	303	330	121	126	17	16	0	0	441	472
0	39	40	235	237	118	118	3	3	395	398
1	306	306	33	33	1	1	1	1	341	341
total	1,597	1,646	1,892	1,971	539	539	45	33	4,073	4,189
2	99	99	178	178	64	64	17	15	358	356
3	14	14	139	139	11	11	5	5	169	169
4	139	139	77	77	17	19	13	11	246	246
5	144	144	93	95	9	8	7	7	253	254
total	386	386	487	489	101	102	42	38	1,026	1,025
Grand total	1,993	2,042	2,379	2,460	640	641	87	71	5,099	5,214

NUMBER OF STRUCTURES AND DWELLING UNITS BY
CLASSIFICATION AND BY RACE

TABLE 11 (continued)

Study Areas	Non-White								Total	
	Conserve		Minor		Major		Dilapidated		Non-White	
	Str.	DU's	Str.	DU's	Str.	DU's	Str.	DU's	Str.	DU's
1	0	0	0	0	0	0	0	0	0	0
2	1	1	81	88	304	334	65	70	451	493
3	0	0	35	37	130	150	56	58	221	245
4	0	0	0	0	0	0	0	0	0	0
5	0	0	13	14	41	54	14	14	68	82
6	0	0	0	0	0	0	0	0	0	0
7	0	0	0	0	25	25	27	27	52	52
8	11	11	62	62	11	11	3	3	87	87
9	0	0	0	0	0	0	0	0	0	0
10	2	2	9	10	2	2	0	0	13	14
11	0	0	0	0	0	0	0	0	0	0
Total	14	14	200	214	513	576	165	172	892	973
12	2	2	5	5	5	5	0	0	12	12
13	0	0	0	0	4	4	0	0	4	4
14	0	0	0	0	1	1	4	4	5	5
15	22	22	19	19	10	10	2	2	53	53
Total	24	24	24	24	20	20	6	6	74	74
Grand Total	38	38	224	238	533	596	171	178	966	1,047

TABLE 12 NUMBER AND PERCENTAGE OF STANDARD AND SUBSTANDARD DWELLING UNITS BY RACE

Study Areas	White						Non-White						Total	
	White			Non-White			Non-White			Total			Total	
	No. Stan.	Percent	Sub- Stan.	Percent	No. Stan.	Percent	Sub- Stan.	Percent	No. Stan.	Percent	Sub- Stan.	Percent	No. Stan.	Percent
1	43	69	19	31	89	18	404	82	43	69	19	31	31	31
2	242	76	77	24	37	15	208	85	331	41	481	59	59	59
3	444	88	58	12	37	15	208	85	481	64	266	36	36	36
4	256	69	113	31	14	17	68	83	256	70	113	30	30	30
5	468	91	70	9	14	17	68	83	482	78	138	22	22	22
6	445	99	4	1	14	17	68	83	445	99	4	1	1	1
7	257	92	20	8	73	84	14	16	257	78	72	22	22	22
8	390	85	72	15	73	84	14	16	463	84	86	16	16	16
9	456	97	16	3	12	85	2	15	456	97	16	3	3	3
10	277	70	121	30	12	85	2	15	289	71	123	29	29	29
11	339	99	2	1	12	85	2	15	339	99	2	1	1	1
Total	3,617	86	572	14	225	23	748	77	3,842	74	1,320	26	26	26
Shelby	277	78	79	22	7	58	5	42	284	77	84	23	23	23
12	153	90	16	10	4	100	4	100	153	88	20	12	12	12
13	216	88	30	12	41	77	12	23	216	86	35	14	14	14
14	239	94	15	6	41	77	12	23	280	91	27	9	9	9
Total	885	86	140	14	48	65	26	35	933	85	166	15	15	15
Fringe Area	885	86	140	14	48	65	26	35	933	85	166	15	15	15
Grand Total	4,502	86	712	14	273	26	774	74	4,775	76	1,486	24	24	24

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